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GOVERNMENT OF INDIA



ADMINISTRATIVE REFORMS COMMISSION

REPORT

ON

सत्यमेव जयते

**PERSONNEL
ADMINISTRATION**

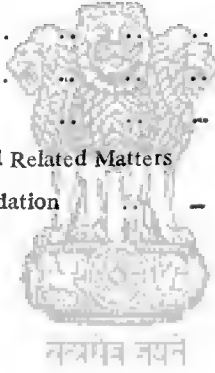
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CHAIRMAN

ADMINISTRATIVE REFORMS COMMISSION
GOVERNMENT OF INDIA

SARDAR PATEL BHAWAN, NEW DELHI

April 18, 1969.

My dear Prime Minister,

I am presenting herewith the report on Personnel Administration, the eleventh report of the Commission. Copies of the three Study Team reports, and a note of "dissent and supplement" by Shri H. V. Kamath, are enclosed. Also attached is a note by Shri V. Shankar. Shri T. N. Singh has also a note, which would be sent on receipt.*

2. Problems of personnel administration are stupendous as well as delicate. They have recently assumed a complex and controversial character in matters like discipline, morale and benefits. We, therefore, appointed three Study Teams with Shri R. K. Patil, Lt. Genl. S. P. P. Thorat and Shri K. N. Nagarkatti as Chairmen. They have examined the problems elaborately and made exhaustive recommendations. The services rendered by the Chairmen, Members and Secretaries of the three Study Teams deserve appreciation.

3. The personnel in Government service, in numbers, run into millions. In avocation, they have the high responsibility of holding the society together in peace and harmony with regulatory powers and of making it progress and prosper with developmental plans and programmes. Therefore, the work of the Government servant is not merely one of earning a living, but also of serving the nation in the true sense of the term. What a civil servant does and the way he behaves have great bearing on the satisfaction which the citizens derive from administration. We have, therefore, taken the view that the civil servant should be a model citizen, ever ready to serve, and serve with civility.

4. For the last few years, the organised civil servants have become much more self-oriented, pre-occupied with their prospects and emoluments, and have taken to militant methods, like violent demonstrations and strikes, for acceptance of their demands. Discipline and morale have deteriorated. We have, therefore, been compelled to recommend that Government servants should have no right to strike. We have supported the principle underlying the Essential Services Maintenance Act, 1968, and suggested that it should be adopted by the State Governments also. We have urged that every new entrant to Government service should sign a pledge that he will, under no circumstances, resort to strike. As the right to strike will no

*attached.

longer be available, it is important that there should be adequate machinery for redress of employees' grievances. We have, therefore, recommended the strengthening of the Joint Consultative Machinery and appointment of Civil Service Tribunals. The parliamentary and party system of democracy has, as one of its foundational principles, the neutrality of permanent services between party and party. Civil Service neutrality must, therefore, be meticulously observed at all levels. Accordingly, no person who is not serving under the Government should be eligible for election to the Joint Consultative Bodies, unions or associations of Government servants.

5. The foundational training that is now being given is not adequate to meet the requirements of the times. Its main aim is to further develop knowledge and skill. But it ignores the instilling of right habits and attitudes. The probationers need to be equipped with wide national outlook, the rich national heritages, moral and spiritual, and dedication to service as an end in itself. Alcoholic drinks should be strictly prohibited in training institutions. India is still overwhelming the land of the rural people. A civil servant ought to know their needs and moods. It is necessary that the trainees should live in villages at least for some weeks for gaining first-hand knowledge of rural life and conditions. We consider that the foundational course and its methods needs immediate reform. We have recommended that a committee be appointed for this purpose.

6. In the constitutional set-up which we have, with equality of opportunity guaranteed, it is not possible to sustain monopoly and reservation for one or other class of Government servants. The road to the top must be open to every competent and qualified Government servant. To higher management in the Secretariat, talent must be drawn from every cadre and class of Government servants. Commitment of the Government in a big way to plans of social and economic development and the need for their popular acceptance call for induction of specialised capability and competence of different kinds at the policy making level. It is also necessary to remove the existing anomalies in the present system of remuneration and provide for equal pay for work of equal responsibility and difficulty. These principles, if put into practice, would go a long way to mitigate the existing rivalries and frustrations in the Civil Service.

7. Accordingly, the scheme of reform recommended by us envisages entry into the middle and senior management levels in the Central Secretariat from all services. Where regularly constituted services already exist to attend to specific functions, the middle and senior level posts in the corresponding areas in the Secretariat should normally be manned by the members of the concerned functional service. In non-functional areas, the middle level personnel will be drawn, through a mid-career competitive examination, from all sources on the basis of equal opportunity for all. These persons will be required to develop specialised knowledge of and experience in one

of eight broad areas of specialisation at headquarters, keeping in view their qualifications and previous background. The scheme also provides for special training courses to develop the needed managerial and policy making competence among them. Personnel for the senior management positions outside the functional areas should, as a rule, come from those who have acquired specialised management experience at the middle level and should be deployed taking into account both their previous background and aptitude. Staffing at the top-most levels will be mostly on the basis of general managerial competence. The adoption of a unified grading structure which we have recommended for the entire Civil Service would facilitate the movement of officers from one area to another for which they are qualified and in which they may be required. It will also help define and fix responsibilities and set work norms.

8. Our above recommendations, Madame Prime Minister, are in tune with your own thinking, as stated in your Convocation Address at Roorkee University in November 1967 : "It is odd that the greatest doctors and engineers in the country, who would be rated as the leaders of the profession and who save lives or add permanent assets to the nation, can rarely hope to receive the pay or status of Secretaries of Ministries. The brightest of our young men and women choose engineering and medicine. If they happen to go into Government, they are very soon overtaken by the general administrator. This must change and I am trying to change it. The administrative system must reflect an individual's contribution to human welfare and economic gain."

9. We have recommended the introduction of "Performance reports" in place of present system of Confidential reports. Every Government servant will be given an opportunity to give a resume of his performance during the year and get his merits properly assessed for the purpose of promotion.

10. We have also made several recommendations for providing greater opportunities to Government servants of lower ranks to rise rapidly as high as their competence and performance warrant. We have favoured a larger departmental quota for promotion to Class I positions. Again, those already serving in lower ranks and those who are talented should be given a chance to sit for the open competition for the higher services with relaxed age limit. We have also recommended that in making promotions from Class II to Class I Service, a portion of vacancies should be filled through an examination so that qualified younger employees can move up quicker than would normally be the case.

11. We have recommended measures for improvement of recruitment policies and procedures. We have also made recommendations for the pruning of excessive personnel, abolition of unnecessary and ineffective organisations, fixation of work norms, simplification and codification of rules, rationalisation of holidays, and strict limitation of overtime work and transfers.

In order to bring greater satisfaction to the people, we have urged that a complaint book should be kept in all offices having dealings with the public who should be given every facility to enter their complaints in it. The senior officers should periodically scrutinise the complaint book to ensure prompt redress of grievances.

12. The reforms we have recommended are bound to raise resistance from those who are adversely affected. Resistance from within the services is a very difficult problem for the Government to deal with. The declarations made from time to time by the Prime Minister and other Cabinet Ministers have emphasised that reforms of a fundamental character are needed. Resistance based on sectional or personal interests should not be allowed to come in the way of putting them into effect. After all, Government service is primarily meant to serve the people and not the Government servants as such.

Yours sincerely,
Sd/- K. Hanumanthaiya

Shrimati Indira Gandhi,
Prime Minister of India,
New Delhi.



CHAPTER I

INTRODUCTORY

Society depends, for its progress and well-being, on the effective functioning of government. And government, whatever its type—democratic or otherwise—will, in the last analysis, be as good as what its personnel make of it. A theoretically perfect administrative structure and unexceptionable methods of work may be devised, but they will be of little or no avail if those who man the administration are either unequal to their task or are apathetic towards it. Competence and morale of the administrative personnel are, therefore, basic to good government, which is the *sine qua non* for the advance of man in society.

2. India has had her own continuous traditions of government and government service from time immemorial. The memories of what were considered to be the best administrations of the distant past are cherished in our ancient literature which is replete with descriptions of ideal rulers and their pattern of governance. Thus, the two most ancient epics of the world—the Ramayana and the Mahabharata—expound in a style, at once vigorous and elevating, the lofty concepts of administrative ethics and practice, no less than those of wise statecraft. While the structure and methods of the government of today have naturally to be different from those of the days of yore, the high standards of personal conduct and public service then expected of those wielding power continue to be a source of perennial inspiration to the administrator.

3. The British who came to India to trade and remained to rule for more than a century, set up a Civil Service largely modelled on that of Britain. Even the personnel were at first imported from that country, except for those in the subordinate ranks. The main objective of their administration was to maintain the undisputed sway of the British Crown, to govern the country so as to subserve British interests, and to display the pomp and panoply of imperial power. They succeeded in preserving peace and establishing a unified administration over vast areas which were directly under their rule. Even the numerous 'Native States' which had a measure of autonomy were ultimately under the control of the Viceroy through the Political Department of the Government of India.

4. The system of administration that the British established in India was regulatory and rigid. It came to be known in its various aspects as a 'bureaucracy'. The bureaucracy, within its narrow field, was comparatively efficient and impersonal. It was, however, remote from the people and hardly responsive to their aspirations. There were stray attempts at reform, but they were half-hearted and halting.

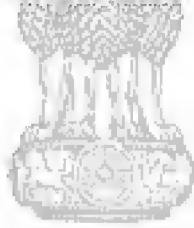
5. Independent India took over this bureaucracy. The problems that faced India at the beginning of its freedom, accompanied as it was by the partition of the country, were so many and so complex that the nation's attention and energy were mostly absorbed in finding solutions for them. In the difficult situation which it faced, the existing Civil Service did play a useful role and, by and large, discharged its functions in a satisfactory manner. However, when with the inauguration of the Five-Year Plans, developmental work was seriously taken in hand, the inadequacies and weaknesses of the administration in relation to its new tasks became increasingly apparent.

6. In this report, we have attempted to examine the features of the personnel system which render it inadequate to the tasks facing the administration, and unable to draw out the best that the large number of civil servants are capable of. We have made recommendations to remedy the defects noticed. We had appointed three Study Teams for examining three special areas of Personnel Administration. The Study Team on "Recruitment, Selection, UPSC/State PSCs and Training" was presided over by Lt. Gen. S. P. P. Thorat (retired Army General who had served as Chairman of the Maharashtra Public Service Commission) with Shri A. V. Seshanna, Deputy Secretary, Administrative Reforms Commission, as Secretary. The Team on "Personnel Planning, Staffing of Public Sector Undertakings and Personnel Management" was presided over by Shri R. K. Patil (a former member of the ICS and one-time minister of Madhya Pradesh), with Shri B. D. Sharma, Deputy Secretary in the Administrative Reforms Commission, as Secretary. The Team on "Promotion Policies, Conduct Rules, Discipline and Morale" was headed by Shri K. N. Nagarkatti (a former member of the ICS and now in private industry) with Shri N. Chidambaram, Deputy Secretary in the Administrative Reforms Commission, as Secretary. We would like to record our appreciation of the valuable work done by these Teams, which has greatly helped us in examining the various aspects of Personnel Administration and formulating recommendations. We have also drawn upon some portions of the reports of the Study Team on the "Machinery of the Government of India and its Procedures of Work", presided over by Shri C. D. Deshmukh and the Study Team on "Administrative Tribunals" presided over by Shri S. C. Lahiri. In our earlier reports on the Public Sector Undertakings and the Machinery of the Government of India and its Procedures of Work, we have dealt with two of the subjects gone into by the Study Teams on "Personnel Planning etc." and "The Machinery of the Government of India and its Procedures of Work," viz., "Personnel Management for Public Sector Undertakings" and the "Role of the Cabinet Secretary and the Ministries of Home Affairs and Finance" respectively. We do not, therefore, deal with these subject in this report.*

*In the rest of this report we shall refer to the Study Teams presided over by Sarva, Shri Thorat, Patil, Nagarkatti and Deshmukh as Study Team (T) Study Team (P), Study Team (N) and Study Team (D) respectively.

7. In the next chapter we commence with a review of the present personnel system and indicate the directions in which reforms are needed. In the third chapter, we set forth an outline of reforms based on specialisation. A unified structure of pay grades as an important aid to sound personnel management is then discussed. We then deal with recruitment policy and recruiting agencies. The subject of "Training" then receives attention. The principles governing promotion policy are next gone into. This is followed by an examination of the important subjects of Conduct and Discipline. In the final chapter, we consider some conditions of service and other related matters not discussed in the earlier chapters.

8. Before concluding this chapter, we would like to refer to an unhappy feature common to almost all the large number of memoranda received from various Service Associations, viz., a preoccupation with service conditions, emoluments and prospects of promotion. There were only a few cases where suggestions were made for improvement of methods of work. While we do appreciate that service conditions require careful consideration, we would have been much happier if, in addition, these memoranda had paid equal, if not greater attention to the lines on which the administration could be reformed so as to make it a fit instrument for achieving the national goals of social and economic development.



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CHAPTER II

THE NEED FOR A NEW PERSONNEL SYSTEM

1. *The pre-Independence System*

The structure and methods of administration that we inherited, served well the needs of the pre-Independence Government, which was concerned mainly with the enforcement of the law, the maintenance of order, and the collection of revenue. Involvement of Government during the British regime in the economic and social spheres was confined mainly to tasks like building and maintaining a modest transport and communication system, regulation of indigenous trade and commerce, and providing a modicum of facilities in the fields of education and health. Defence, finance and foreign affairs followed the dictates of Whitehall.

2. To accomplish these tasks there were, in addition to a large body of subordinate personnel, a few 'elite' corps of higher civil servants—the premier corps being the Indian Civil Service, which was primarily meant to administer the districts. The majority of the members of this Service spent most of their official life in this field. A few—all that was in fact required—occupied the small number of higher posts at directorial and policy-making levels at the headquarters of the Provinces and at the Centre. Besides the ICS there were a number of other higher Services—called either Imperial or Superior—which performed different tasks under the Central Government. Notable among these were the Indian Audit and Accounts Service, the Imperial Customs Service and the different Engineering Services. The ICS was an all-India Service which was deployed both in the Provinces and at the Centre; so was the Indian Police. Other all-India Services like the Indian Service of Engineers, the Indian Medical Service and the Indian Agricultural Service functioned for two to three decades in their respective spheres till recruitment thereto was stopped in the twenties of this century. The serving members of these Services, however, continued to function either in the Provinces (later, the States), or at the Centre till they left the Service. Thus, the only all-India Service besides the ICS, which was in existence on the eve of Independence, was the Indian Police.

3. The system worked well enough in the context in which it functioned and in relation to the tasks which were needed to be performed by it. The problems faced by the administrator at headquarters or in the field were not unduly complex. However, in the thirties, it became apparent that certain growing areas of administration needed specialised attention. This led to the formation of the Finance-Commerce Pool of officers of the ICS and other Superior Services like the IA & AS and the Customs Service, who could devote themselves to, and specialise in, matters covering finance and commerce.

After the end of World War II, the Administration began to show signs of greater awareness of the needs of popular welfare and certain measures were taken for the reorganisation of the administration with a view to preparing the country to face new tasks which were in the offing.

THE NEW TASKS

4. The nature of governmental tasks has in the post-Independence era, undergone a marked change, particularly after the adoption of planning as the means of achieving the socio-economic regeneration of the country. Administration is tending to become more and more specialised, technical and scientific; the problems of public relations have acquired new dimensions; the *raison d'être* of administration is becoming more and more grounded in popular acceptance and the success of administrative measures is becoming more and more dependent on public cooperation and response; the emphasis of administration is perceptibly shifting from mere care and maintenance to social welfare and individual progress. The current administrative situation may be summed up in the following terms :

- (a) Administration, particularly at higher levels, has ceased to be merely regulatory. It is directly involved in the formulation of policies and implementation of tasks concerned with social welfare and economic growth. There are specific tasks to be performed, particular projects and programmes to be carried through. Thus, new areas of administration have emerged and they call for new and special knowledge and techniques.
- (b) Even in the field of regulatory administration, the increase in the volume of work and the emergence of new problems consequent upon activities such as increasing industrialisation, urbanisation and the growing social awareness of the community have created difficult problems which require careful and expert handling.
- (c) Science and technology, in this nuclear age, have projected new tasks of administration. Besides, these and other specialisations like economics and the social sciences have also acquired an important bearing on Government decisions and policies.
- (d) The enormous growth of personnel has rendered it necessary to devise special measures for ensuring that each member of the public service gives the best that he is capable of.

5. Government has been aware of the need for change and a new approach, albeit halting, can be discerned in the personnel policies of the last two decades. However, the manner in which, and the extent to which changes have taken place disclose a certain rigidity in the system. The changes have been sporadic and peripheral. The system continues to be set in the same old pattern and lacks dynamism and adaptability to changing

conditions. There is still too great a reliance on the 'generalist'. The technical, scientific and other specialist personnel who have now appeared on the scene are not participating directly in policy formulation. The top posts have not been brought within the reach of all those who have the capacity to hold them. Above all, there is no clearly conceived and articulated policy of personnel management. These defects largely flow from the existing pattern of the Civil Service organisation and the manner in which the skills of its members are being developed and put to use.

ORGANISATION OF THE CIVIL SERVICE

6. We may now consider what the existing structure is like. The Civil Service which is more than 6 million strong* in the States and at the Centre, is organised in four classes, Class I (which includes the all-India Services), Class II, Class III and Class IV, such classification being based on pay ranges admissible. The managerial and administrative aspects of governmental work—whether in the field or at headquarters—is predominantly in the hands of those who are in Class I. We find in this class :

- (a) the all-India Services engaged mainly in administrative duties in the States and in the Centre in the field and in the Secretariat;
- (b) the non-technical Central Services, Class I, which are meant to administer non-technical areas of administration at the Centre like the audit, income-tax, posts and telegraphs and the railways. Their members also are deployed, to some extent, in the Central Secretariat;
- (c) the technical Class I Central Services which have similar functions on the technical side of the Central Departments like the Central Engineering Service, the Telegraph Engineering Service, the Railway Engineering Service, the Central Health Service, etc. To a small extent, members of these Services occupy Secretariat posts.

7. The Class I category also includes officers engaged in research in the scientific and technological fields and some isolated posts in the non-technical fields. The posts in Class I, which do not fall within any particular Service at the Centre, are considered as falling within the General Central Service.

8. Then there are the State Services, both technical and non-technical. They operate only within a particular State, though sometimes officers belonging to these Services are borrowed for work at the Centre. Just as at the Centre, there are isolated posts in the States also which do not fall within any particular Service.

*The census taken by the D. G. Employment and Training indicates that in 1966 there were over 2.7 million employees under the Central Government and over 3.7 million under the State Governments.

9. Higher field posts in the States at the District level and the posts of heads of Departments are generally manned by the members of the all-India Services and other functional and technical State Services. Secretariat posts in the States are generally manned by members of the IAS. However, in some departments like Agriculture, PWD, etc. Secretariat posts at the level of Additional or Joint Secretary and sometimes at Secretary level are also held by the corresponding functional or technical Service. There has also been of late a tendency to resort to *ex-officio* status and thereby give opportunities for service in the Secretariat to technical and specialist Services.

Functions of Class I Service

10. Work done in Government can be broadly classified as "general administration", "specialised administration", "technical and/or scientific administration". Administration at the level of a District Collector, an Income Tax Officer, and an Executive Engineer illustrates, respectively, the different types of work mentioned above. Generally, each regularly constituted Class I Service takes care of the requirements of the types of work to be done at the higher levels specified above. For example, the Indian Police Service is engaged in police administration, the Income Tax Service, in income tax administration, and the Central Engineering Service in engineering administration. Most of the members of such Services work in field offices. Some are also drafted to the headquarters organisation connected with the same function. Thus, Indian Police Service officers are drafted to the Central Bureau of Investigation and Income Tax officers to the Central Board of Direct Taxes. In general, Class I Services are uni-functional in nature and the members undergo after recruitment, training for work in a specified functional area. Their careers for the most part and certainly during their early years lie in their own functional areas. An important exception is the Indian Administrative Service, an all-India Service whose members are deployed, in addition to their special area of district and revenue administration, in other areas as well.

All-India Services

11. At the time of Independence, two new all-India Services, viz., the IAS and IPS, were created, the existing members of the old ICS and IP being borne on the new cadres. The intention of having all-India Services was mainly to ensure uniformly high standards of administration in all States in key activities, to provide for interchange of experience between the States and the Centre, and to obtain, where needed, the experience of State administration at the decision-making levels at the Centre. In addition to the two all-India Services formed at the time of Independence, a third all-India Service, namely, the Indian Forest Service has recently been created.

The creation of two more all-India Services in the fields of engineering, medicine & public health is being actively considered. The proposal to constitute the Indian Agriculture Service and the Indian Educational Service has also been mooted.

12. Our Study Teams which have gone into the question of all-India Services have supported the continuance of the all-India Services that now exist. The Study Team on Centre-State Relationships has come to the conclusion that while the details of the operation of the Indian Administrative Service need some change to meet the requirements of specialisation in higher administration, the continuance of the Service is imperative. The Study Team (P) has come to a similar conclusion and has also favoured the expansion of the all-India Service concept to other fields where common areas of administration have emerged as between the Centre and the States.

13. As common areas of administration in the States are expanding, it would be in the public interest to establish more all-India Services. We shall refer to this matter again in our Reports on Centre-State Relationships and State Level Administration.

Staffing of the Headquarters organisation of the Central Government :

14. We now refer to the manner in which the higher positions in the headquarters organisation of the Central Government are staffed.

15. At present the higher Services in the Civil Service are *ab initio* field Services. Their initial deployment is in the field offices of the Central and State Governments. The work relating to policy formulation claims the administrator's time only from about the middle part of his career. There is no class division *per se* between the policy-formulator and the executive. The system is so designed that the same set of personnel do executive and policy work at different times. The exception is the Central Secretariat Service which forms a large component in the present pattern of staffing of the headquarters organisation of the Central Government, though it has not been designed for any executive work.

16. There is no formal reservation, for any particular Service, of the posts in the Central headquarters, though some 45 posts of Deputy Secretaries are earmarked as a promotional avenue for the Under Secretaries in the Central Secretariat Service. The existing scheme envisages the staffing of posts of Under Secretaries, Deputy Secretaries and Joint Secretaries by borrowing officers from the higher field Services for fixed tenure services of 3, 4 and 5 years, respectively. However, under the present practice, not many officers are taken from the technical, scientific and other specialist sources. Reliance is placed mostly on what have been described by Study Team (D) as "generalist" sources, viz., the Indian Administrative Service, the non-technical Central Class I Services and the Central Secretariat Service. In recent years, there has been greater use of officers of the last mentioned

category at the level of Under Secretary, Deputy Secretary and, to some extent, of Joint Secretary.

17. In view of its increasing complexity, and the increasing impact of science and technology on governmental decisions, administration has been growing more and more specialised and several attempts were made in the last three decades for improving the arrangements for staffing the higher administrative positions in the Central Secretariat. These attempts aimed at, and resulted in, the formation of 'pools' of officers selected in the mid-career, who would be available permanently for service at the Centre.

18. As pointed out by Study Team (D), "There have been four such schemes in all, the Finance and Commerce Pool of the thirties, the Indian Civil Administrative (Central Cadre) Scheme of 1950, the Central Administrative Pool of 1957, and the proposed Central Economic Pool. Only the first of these was implemented, though not fully, because of the intervention of World War II. To the extent that it was implemented, it appears to have worked well. The second was never much more than an idea. The third was duly approved by the Government and even partially implemented, when a storm of protests from the States and from IAS Associations led to its suspension and to further thinking on the subject." The fourth scheme referred to, is understood to be still under examination. The first two of the post-Independence schemes suffered from three defects.

- (1) The provision for a permanent secondment to the Centre came to be associated with privilege.
- (2) Neither scheme envisaged the kind of specialisation that the changing circumstances warranted, and both visualised a single pool for subjects as diverse as foreign exchange and aircraft production.
- (3) Though one of the schemes did make a mention of training, a systematic approach to training as well as development was not spelt out.

In the circumstances, serious shortcomings exist in the staffing of the highest levels in Government.

THE SHORTCOMINGS

19. The change in the role of Government and the great diversification of its functions call for a variety of skills in the higher administration. The new tasks call, at higher levels, for a competence which cannot be acquired overnight, but can only be imbibed through special training grafted on to a basic functional skill or academic qualification. Each new area of administration—be it economic, social, industrial, technological, scientific, or agricultural has its own body of academic requirements, knowledge and techniques. The effective administration of each demands an intimate knowledge of

its underlying principles and an awareness of its problems. This knowledge can only come through the study and practice of administration of the relevant area over a long period of time, in some cases at least, long enough, in fact, to amount to a commitment—a professional commitment. As our Study Team (P) points out, “.....the contemporary need is for the more purposive development of professionalism. By this we mean that we can no longer be satisfied with the development of a broad genus like that of the professional civil servant; rather we must try and develop a professional economic administrator, a professional social administrator and so on.” Effective administration demands an effort to match each job with the man possessing the needed qualifications, and competence. Special measures are also necessary to build up in the existing personnel the new skills and expertise that are needed to-day. This means that full and rational use will have to be made of the competences that already exist in all the various field services, wherever they are relevant to higher administration in Secretariat. Secondly, the tenure system will need to be altered to the extent necessary to build up new expertise in personnel selected from all sources. Both these measures will necessitate a radical change in the practices which have hitherto been followed in the matter of staffing higher administrative positions.

20. In the technical field, a great many jobs have come into being, which demand competence in depth of the subject-matter. A generalist, who specialises in particular areas, does acquire some substantive knowledge of those areas of administration. However, such knowledge will not be adequate in these days of growing technological sophistication because many of the posts in the specialised and technical areas can be filled adequately only by experts who have the necessary knowledge of the relevant discipline. Unalloyed generalism, with which we have been familiar, is losing its validity in several fields and is progressively declining in importance. This is an inevitable consequence of the increasing application of science and technology to problems of communitarian living. We have arrived at a stage where both these factors are having a vital effect on administrative decisions in many crucial areas. The staffing policies, therefore, should change and become more suited to the needs of the present day, as they have outlived their traditional role. An effort is needed to match jobs with the men possessing the needed qualifications, which means that the preference for the generalist, pure and simple, should give place to a preference for those who have acquired competence in the concerned field. Where the post requires a particular academic qualification, or in which a particular specialised experience is essential, it would be in the public interest to draw from the respective technical or specialised functional services for manning even the highest positions. Where, however, these are not the necessary requirements, and the needed specialisation can be acquired by training and experience, it would be in the public interest to cast the net wide and choose the

best material from generalist as well as specialist sources. In the next chapter, we shall outline the procedure for achieving this purpose.

Technical, Scientific and other Specialists in the Higher Administration

21. In this context, it would also be necessary to adopt a new approach to the planning of careers of technical and scientific personnel and other specialists like economists and doctors, and engineers and other technologists. The new approach should aim at the development of selected specialist personnel. Though a variety of specialists have been inducted into the Secretariat in recent times, they have remained in separate hierarchies. At present, their business is to tender advice and pronounce on the viability of the projects or programmes, if and when called upon to do so. According to the existing practice, they are not expected to, and in fact, do not involve themselves directly in policy advice or managerial decisions which are the sole responsibility of the Secretariat. Administrative approval and expenditure sanction which together signify actual control, are the province of the Secretariat hierarchy. This is both time-consuming and at times, frustrating. If the technical, scientific and other specialists have not acquired adequately the necessary skills and qualities required for holding the higher administrative and managerial positions in the Secretariat, it is only partly because of aptitude factor, but mainly because they have not had opportunities for working in such positions early enough in their career and their development has not been properly planned. Since in the present context, there is need for technical, scientific and other specialised skills in the higher administrative positions, arrangements should be devised to enable suitable personnel belonging to these sources to enter the headquarters organisation, that is, the Secretariat. A new approach is, therefore, necessary which should integrate selected specialists into the administrative hierarchy and enable them to participate more directly in the process of policy formulation, so that they can fit themselves adequately to the tasks which they have to perform in their own special fields or related fields in the higher administration.

OTHER SHORTCOMINGS

22. Another shortcoming lies in the remuneration pattern of the different Services. The established higher Services have pay scales which are so fixed on the time factor, that they induce in the incumbents a complacent feeling of easy attainment of increments. Long time scales also tend to mask the real responsibilities borne in the different jobs covered by them, thus adding to the salary bill. Moreover, they do not provide for recognition of merit, adequate opportunities for promotion based on such recognition and for a continuous incentive for good performance. There is also a needless variety of scales in different areas of administration which result in far too dissimilar career patterns for different groups

of the Service. The most favourable scales are assigned to the IAS and IFS, creating a notion of primacy in matters concerning advancement. In the wake of development and vastly increased activities on the part of Government varying levels of responsibility have emerged in all the cadres. It has, therefore, now become necessary to rationalise the pay structure and base it on recognisable levels of responsibility in all areas of administration. Since the higher administration has now to draw upon a variety of sources the existing dissimilarity in pay scales would create difficulties in selecting personnel to positions and responsibilities outside their own cadres and some relative uniformity between different scales existing at present must be achieved.

23. A further shortcoming arises from the recruitment practices. Recruitment policies presently in vogue, limit the administration, largely, to the use of men and women directly recruited in their early twenties, by open competition to the Class I Services (all-India and Central), at its middle and higher levels. Though there are provisions for promotion to these Services from lower ranks, these are not enough, and do not fully recognise the talent that is available in the latter. The apathy induced in those ranks through such restrictive policies is something which the service can ill-afford. In our present social conditions and at a time when the higher educational output vastly exceeds suitable employment opportunities, a great many with good potential, have to content themselves with entering the lower echelons and get merged in the large mass of less talented employees. Considering the nature of its present task, the Civil Service would vastly improve its performance if better incentives are provided to the meritorious among the lower ranks. The necessary conditions, and adequate opportunities, need to be created by which it should be possible for the capable and talented individual in the lower ranks to rise rapidly as high as his competence and performance will take him.

SENIOR MANAGEMENT

24. The Study Team (D) has pointed out shortcomings in the prevailing system of selection, development and deployment of the senior management at the level of Joint Secretaries and above of the Central Government :

- (a) the adherence to seniority which has proved damaging to quality; and
- (b) the restricted use of the technical, scientific and other specialised sources tends to shut out the competence being developed in these sources and which is needed in the present context at senior levels.

In the prevailing milieu the policy formulation levels in Government have to draw from diverse sources—generalist as well as specialist, technical, as well as scientific—since policy-making today has necessarily to emerge out of inputs of several strands of thinking and experience.

25. In view of what has been stated above, we are of the opinion that the existing personnel system needs reform and that reform has to proceed on the following lines :

- (i) A rational system of filling policy-advice positions with men possessing the required qualifications and competence needs to be devised. This will mean a fuller use of different Services for Secretariat work, as also the adoption of special measures to build the needed specialisations in the headquarters personnel.
- (ii) Senior management will need to be selected from all the relevant sources—generalist and specialist—and, for this purpose, talent needs to be discovered and developed in all the cadres, specially among those who have not hitherto been inducted into the higher administration to any significant degree.
- (iii) A rational pay structure needs to be adopted so as to reflect actual responsibilities borne in each job.
- (iv) In order to tone up morale throughout the personnel system much greater scope than now exists needs to be created for talent in the lower ranks to move up to higher positions in the Civil Service, on the basis of competence and performance.

26. In the succeeding chapters we shall make recommendations to remedy the defects described above, as well as to meet the challenging needs of Administration, within the democratic framework of a developing society. The proposals that we make, bear mainly on administration at the Centre. As regards the States, the principles we seek to establish should be applicable, *mutatis mutandis*, to the administration in the States. These will be elaborated in our report on State Level Administration.

CHAPTER III

AN OUTLINE FOR REFORM: NEED FOR SPECIALISATION

THE AIM

The aim of these proposals is to facilitate the most effective use of the human resources of the Civil Service by canalising careers within it so as to produce the skills and competences needed for the work of Government today and to maintain efficiency and morale of the Services at a high level; to make it flexible enough to adjust itself to changing circumstances; and to make it a career open to talent. The three Study Teams dealing with Personnel Administration and the one on Machinery of the Government of India and its procedures of work are unanimously of the view that future administration has to be increasingly oriented towards specialisation and that an important objective of personnel administration should be to create and nurture the needed specialisms. They are also agreed that the doors of senior management should be open to all sectors of the Civil Service and that the Administration should make positive attempts to select the best from diverse sources for its top-most levels. It is on this basis that we proceed to formulate our plan of reform.

2. Study Team (P) and Study Team (N) have both examined the validity of the personnel structure that is prevailing today. Study Team (P) is of the opinion that the existing organisation of the Civil Service comprising several encadred Services, representing pools of personnel recruited, trained, and deployed for discharging specific functions at different levels in a hierarchy is essentially sound. It has recommended that wherever a viable number of posts requiring specific knowledge and related skills emerge, new Services should be constituted. Study Team (N), on the other hand, has underlined the need for defining the duties and responsibilities attaching to posts in the Civil Service and filling them with personnel possessing the knowledge, qualifications and experience considered necessary. It has opined that such a scheme of classifying all the Civil Service positions can be dovetailed into the existing Service structure.

3. We are of the view that the present personnel system does not make for a rational and optimum utilisation of the human resources within the Civil Service to the best advantage of Administration as well as the community. This should be brought about by —

- (a) adopting a rational approach to the area of operation of each Service in which it can legitimately and effectively function; and
- (b) enlarging the field to which all the Services should contribute on the basis of equal opportunity, without assigning a privileged

position to any particular Service in respect of posts which can be adequately filled by others after training/and/or experience, if necessary.

In our judgment, this approach would provide a remedy for some of the ills afflicting Administration today.

4. The all-India Services have come to stay. The concepts underlying the all-India Services, namely, common recruitment which seeks to ensure uniform standards of administration in all the States, and the availability of experience gained in different parts of the country to the higher administration at the Centre, are valid. More all-India Services are being contemplated in different fields of administration in the States and at the Centre. We would urge their early formation. It is, of course, obvious that such all-India Services would be in a position to function effectively only if Centre-State relations continue to rest on a sound and cordial basis. We have no doubt that even in future these Services will continue to be attractive and provide the best possible material to man the different posts at various levels. We hope, however, that when different Services do this in a competitive spirit, it will be possible to select the best among them on considerations of merit, and if any Service acquires primacy, it would do so on consideration of merit and not on pay-scales and other extraneous considerations.

5. Similarly, with the expansion of activities directly by the Centre, a large number of Class I posts have been created. Wherever the numbers involved in a particular function are viable, we would recommend that such posts should also be grouped into the regularly constituted Services.

6. However, in forming such Services—all-India or Central—the functional aspect should be fully borne in mind. There should be reservation of posts for a particular Service only in so far as the qualifications, training and experience of its members make them specially qualified to man the posts; but in respect of other posts, the eligibility should be shared in common with the members of other Services who may be expected equally well to fill these posts after some training and/or work experience, if necessary. The procedure for selection between qualified members of different Services must needs be devised in such a manner that it will take care of talent hunting and of securing the best personnel for all the posts. On this basis, we proceed to formulate a plan of reform.

7. The posts occupied by the higher Services can be broadly classified into two categories, viz., (i) posts in the field; (ii) posts at headquarters. Posts in the field are occupied by members of the respective Services which may be termed as 'functional' Services. We define the term 'functional service' to include not only those 'services' which are charged with a technical function for which a pre-entry vocational education is required (e.g. the various Engineering Services), but also those which specialise after entry

in a particular area of administration (such as the Accounts, Income-tax) and for which no pre-entry vocational education other than attainment of a certain level of educational qualification is prescribed. Most of the organised Services of Government are already 'functional' in the above sense. The main exception is the IAS whose members start their career in the districts, but soon get dispersed to various posts which cover different functional areas. The pattern of this Service is that of a general purpose service and at present its members are required to hold the higher posts in different functional areas in the States, in the field offices as well as in the headquarters organisation. This Service is closely patterned on the ICS of the pre-Independence era. In view of the increasingly complex and multifarious functions of present day administration, a general purpose Service will have limited scope and utility as such. It can, however, provide a useful and good material for various posts in functional areas where organised Services do not exist and which require only some specialised training and experience, for which suitable arrangements can be made.

8. Each function has become important and needs specially trained and competent personnel who should, normally and for the most part of their career, specialise and stay within a particular function. In other words, well-organised Services to cater to these functional areas will need to be developed. If the higher posts in different functional areas are encadred within one Service, as has happened in the case of the IAS posts in the States, qualified and competent persons will not be attracted to all the needed functions and, hence, the growth of well-organised Services in the emerging areas of administration is likely to be inhibited. In the changing context, therefore, the old concept underlying the formation and role of the IAS would require readjustment. We would recommend that a specific functional field must be carved out for the IAS. This could consist of Land Revenue Administration, exercise of magisterial functions and regulatory work in the States in fields other than those looked after by officers of other functional services.

9. Posts which would go into this functional area of the IAS will be many. Examples of such posts would be Sub-Collectors, Collectors, Directors of Civil Supplies, Directors of Settlement, Directors of Land Records, Revenue Secretaries, Home Secretaries, Municipal Commissioners, Divisional Commissioners, Members of the Board of Revenue, etc., and posts related to these functions in the State Secretariats. However, other posts like Directors of Fisheries, Agriculture, Industries, Registrar of Cooperative Societies, etc., and related posts in Secretariats for which other cadres could qualify, need not be assigned to the functional area of the IAS in the States. These latter should be filled by the most suitable personnel of all the relevant functional services, including the all-India Service officers in the States.

Recommendation :**1****We recommend that :**

- (1) The functions of Government have become greatly diversified. Wherever the numbers involved in a particular function are viable, the posts should be grouped into regularly constituted services.**
- (2) A functional field must be carved out for the IAS. This could consist of Land Revenue Administration, exercise of magisterial functions and regulatory work in the States in fields other than those looked after by other functional Services.**

Distinction between "functional" posts and posts outside "functional" areas
'Functional' Posts :

10. All posts in a given functional area which may be called 'functional posts' should be staffed by members of the corresponding functional service, if one exists, or by officers engaged in the corresponding function, though not encadred in a Service. Such posts may exist in the field offices as well as at the Headquarters and in the Secretariat. They may exist at all levels from the Junior Class I right up to that of a Secretary to the Government.

11. The *sine qua non* for occupying these posts is an intimate knowledge of the particular function concerned. Examples of a series of such 'functional' posts would be—(1) Income tax Officers, Income-tax Commissioners and Members of the Board of Direct Taxes; (2) District Mechanical Engineers, Chief Mechanical Engineers and the Member (Mech.) of the Board in the Railways, and (3) Collectors, Divisional Commissioners, Members, Board of Revenue in the States. Each of these three sets of examples represents a group of posts where the knowledge of a specific function is the predominant requirement.

12. In the Headquarters Organisation, namely the Secretariat, a large number of such posts have arisen in recent times as a result of the increasing development activities of the Government. Several of these posts can be related to specific functions and may occur at the various levels in the Secretariat. Such posts should also be filled by the corresponding functional Services or professional men like engineers, scientists, doctors and economists who have the needed subject-matter competence. At successively higher levels in each functional area, the managerial content of posts will steadily increase, but the subject-matter knowledge remains essential. There should be clearly defined schemes for staffing middle and higher levels in each 'functional' area.

Recommendation :**2****We recommend that :**

- (1) All posts in a functional area whether in the field or at headquarters or in the Secretariat should be staffed by members of the corresponding functional Service, or by functional officers not encadred in a Service.
- (2) There should be clearly defined schemes for staffing the middle and higher levels in each functional area.

Posts outside the functional areas :

13. Outside the area which is to be covered by the functional services, there are many posts to which no single functional service is uniquely qualified, though experience gained in successfully discharging one's responsibilities in a functional area supplemented by suitable training should be the pre-requisite for manning them. Examples of such posts in the Central Government are those of Deputy Secretaries dealing with the management of programmes or personnel or financial management. An example of such a post in the "field" would be that of a District Development Officer or Chief Executive Officer of a Zila* parishad.

Staffing of the Headquarters organisation of the Central Government

Keeping in mind the above considerations, we set forth below a scheme for staffing higher posts in the functional areas and outside them in the Secretariat and the attached offices. The first part of the scheme deals with posts at levels corresponding to the Under Secretary and the Deputy Secretary in the Central Secretariat. The second part deals with posts at the level of the Joint Secretary and above.

Part I of the Scheme

14. All posts of Under Secretaries and Deputy Secretaries in the Secretariat and the corresponding posts with different designations in the attached offices should be examined and classified as falling (i) within a functional area or (ii) outside the functional areas. Such classification has to be done keeping in view the knowledge, experience and capabilities required in each post.

"Functional" area

15. For the former type of posts, whether in the Secretariat hierarchy or in the attached offices, the important requirement is, as already stated, the knowledge of the particular function or speciality concerned. These posts can, therefore, be deemed to be an extension of the main function of the Class I Services.

*District.

Under Secretary or equivalent in functional area :

16. Such posts at the Under Secretary or equivalent level should be filled by officers of the corresponding Class I Services or other officers in Class I, having the necessary qualifications for the posts. Use can also be made of senior Class II officers of the Centre as well as of the States for manning Under Secretary's posts or their equivalents within the functional area. Service in these posts should normally be on a tenure basis of three years, as at present. It will not be desirable to allow a longer spell in these posts because the utility of these officers in the Secretariat derives from a particular field experience, which must be periodically renewed.

Deputy Secretary or equivalent in functional area :

17. For the category of Deputy Secretaries in the functional area, there should be an arrangement similar to that sketched for Under Secretaries. The posts should be filled by officers of the corresponding Class I Services (all-India, Central and State) with not less than ten years' service on tenures, normally, of four years as at present. Specialists should also be considered for appointment to these posts.

Examples of 'functional' posts would be posts of Deputy Secretaries in the Ministry of Home Affairs dealing with political and police matters or intelligence work, for which the sources would be the IAS/IPS, or posts in the Railway Board, Central Board of Direct Taxes or the P&T Board, for which the sources of supply would be the corresponding field Services of the concerned departments and experts. Similarly, there will be posts in (a) the Ministry of Food & Agriculture, which can be filled by IAS officers and agricultural experts, (b) the Ministry of Irrigation and Power, which can be filled by engineers, (c) the Ministry of Industrial Development, which can be filled by different kinds of experts and so on. Each functional post must be examined and allotted to the appropriate Service or source. Others which cannot be filled only on the basis of the earlier functional experience of the incumbent should be filled in the manner described later.

Recommendation :

3

We recommend that :

- (1) **Posts of (or equivalent to) Under Secretary or a Deputy Secretary in the Secretariat and the attached offices should be examined and classified as falling within (i) functional or (ii) outside functional area.**
- (2) **Posts of Under Secretary and its equivalent should be filled by officers of the corresponding functional Class I Services. Senior Class II officers, under the Centre as well as the States, in the functional area may also fill these posts. They should normally be employed on a tenure of three years.**

- (3) Posts of Deputy Secretary and its equivalent should be filled by officers of the corresponding functional Class I Service (all-India, Central, and State) on a tenure, normally, of four years.**

Posts outside the functional areas :

18. The present practice of posting officers of the Class I Services, all-India, as well as Central, with six to seven years' experience, as Under Secretaries or their equivalent in areas, which cannot be regarded as functional, as described above, should be discontinued. We feel that it is not desirable to make these officers work in the early years of their career in fields entirely unrelated to their functions. It interferes with the development of a professional competence within their particular fields. All posts of Under Secretaries not falling within a functional area should be filled by officers promoted from the level of Section Officers in the Central Secretariat and attached offices.

Recommendation :

4

We recommend that posts of Under Secretary not falling in any functional area should be filled by the promotion of the relevant Secretariat and attached office personnel and not by officers of Class I Services, all-India, as well as Central.

19. This brings us to the question of filling up the posts of Deputy Secretary and its equivalent in the Secretariat which do not require to be manned by the members of any particular functional service. These posts are to be filled by persons selected from all the functional services as well as from officers who do not belong to any functional service. However, before being appointed to such posts of Deputy Secretary, the selected persons should undergo a course of training in one of several "specialisms" into which the work of the Secretariat could be categorised. The Study Team (P) while dealing with the broad professional groups into which the Civil Service should be divided had mentioned eight of them. These are—Personnel and man-power, Economic Administration including planning, Financial Administration, Agricultural Administration, Industrial Administration, Social and Educational Administration, Internal Security and Defence, and General Administration. The Study Team (D), in a specific reference to headquarters personnel, indicated ten specialisations, three of them being substantive specialisations, viz., Industries, Agriculture and Social Services and seven being staff specialisations, viz., Personnel Management, Financial Management, Planning, Organisation & Methods, Economic Analysis, Statistics and Public Relations. We do not think it desirable to increase the number of specialisms beyond eight, as a large number will create an element of rigidity in the post-

ing of personnel and confine mobility to very narrow areas. We are, therefore, inclined to keep the field of specialisms to the following eight specialisms :

- (a) Economic Administration
- (b) Industrial Administration
- (c) Agricultural and Rural Development Administration
- (d) Social and Educational Administration
- (e) Personnel Administration
- (f) Financial Administration
- (g) Defence Administration and Internal Security
- (h) Planning

20. In the specialism (g), internal security would include only certain aspects of it, closely linked with defence, *e.g.*, intelligence, and is different from the normal law and order connotation.

21. As regards the specialism (h), planning is a subject, the general concepts of which will have to be imparted to the entrants to all the specialisms we have indicated, during their training period. But the special techniques of formulation of plans and evaluation of performance will have to be taken up for deep study by a selected group of officers at the middle and senior levels. For these reasons, we have included Planning as a separate specialism.

22. Personnel for these specialisms have to come from all sources and administration should, at this stage, endeavour to net in from all sectors those who have shown promise of managerial capabilities in the initial part of their careers. Since such capabilities can emerge out of all Services, the selection should be made from among the best out of all these Services.

23. Entrants to these specialisations must be specially trained and made to acquire the necessary background. The knowledge and expertise which will be relevant in the various specialisations are briefly indicated below :

(a) *Economic Administration :*

Currency, banking and financial institutions, international trade, foreign aid and foreign exchange for company affairs, problems relating to incomes, wages and prices.

(b) *Industrial Administration :*

Economic growth, industrial licensing, import of technical know-how, also problems relating to incomes, wages and prices in common with specialism (a).

(c) *Agricultural and Rural Development Administration :*

Rural cooperatives, community development, irrigation, rural electrification, agricultural science, agricultural economics, rural sociology.

(d) *Social and Educational Administration :*

Education, social welfare and family planning, urban development, labour welfare and industrial relations, factory and labour inspection, information and public relations.

(e) *Personnel Administration :*

Management analysis involving work-study, grading and evaluation of posts, organisation and methods, selection techniques, training and career management, staff supervision and control, motivation, morale and staff welfare.

(f) *Financial Administration :*

Cost-benefit analysis, budgeting and expenditure control, performance budgeting, PERT, etc.

(g) *Defence Administration and Internal Security :*

Intelligence, concepts of strategy and tactics, logistics, weapons systems, systems analysis, defence industry, defence research and development, etc.

(h) *Planning :*

Assessment/projection of demand and resources; models of economic growth, input-output ratios, inter and intra-sectoral balances, cost-benefit analysis of projects and schemes; programming methods; techniques of progress reporting and feedback, and of evaluation of results, operations research; systems management.

24. Persons selected for the eight areas of administration indicated above will be concerned with policy and management to a greater extent than those at similar levels in the purely 'functional' areas. Also, they will need to stay longer in the different specialisations, so that full advantage may be reaped out of the growing expertise. They should constitute a policy and managerial pool, which will be available to the Centre for a fairly long period and which should partly feed the senior management of the Government of India in the relevant areas. Accordingly, we recommend that the tenure of Deputy Secretaries in the policy and managerial pool should be six years, excluding the period spent under training.

The selection process and mid-career examination.

25. For selecting officers for these areas of specialisms at Headquarters, the method recommended by Study Team (T) should be adopted.

26. (i) After eight and within twelve years of service in his functional areas, every Class I officer (all-India and Central) should be eligible to

move to a post outside his functional area at the headquarters. There should be a selection from among those who desire to make this move. The selection should be based on a written test, an interview and an assessment of previous record conducted by the UPSC. Promotees to the Class I category should be eligible for this selection after spending a minimum period of five years in Class I and before the completion of eight years.

(ii) The written test should not be of an academic character. It should aim at an assessment of the officer's capacity for communication, clarity of thought, overall management ability, power of analysis and comprehension of current social, economic and political questions. The test should be so designed that neither the generalist nor the specialist is placed at a disadvantage *vis-a-vis* the other. Those who come up to the standard should then be interviewed by a committee consisting of the Chairman, UPSC, and two senior Secretaries. The Committee should make the final selection after taking into account the record of service of the officers concerned. It should also allot the candidates to the various specialisms keeping in view their functional background and aptitudes.

TRAINING

27. We consider special training to be an important element of the scheme. This training should specially be designed for each particular specialism. The details of the training required are dealt with in Chapter VII.

28. The careers of the above officers would lie each within a chosen specialisation. There should, however, be a judicious job rotation over related areas within the same specialisation and the officer need not necessarily be confined to a particular Ministry. The above discussion spells out the outline of our approach to the problem of manning the middle level of the Central headquarters so as to develop the needed specialisms. Such specialisms will draw personnel from diverse sources. There will be purely 'functional' posts to which men with the necessary functional competence or belonging to the corresponding functional Service should be freely inducted without having to compete with the others. Thus, many of the posts in the specialism "Defence Administration and Internal Security" will need to be manned directly from the IAS and IPS, and also from among scientists and engineers. Similarly many "functional" posts in the "Planning" and "Economic" specialisms could be filled by the Economic and Statistical Services by virtue of their specialised knowledge. A thorough examination should be made to determine the "functional" character of the posts and if the substantial requirement in the posts is the relevant functional competence, they should be earmarked for being filled by the corresponding Service(s). It is only those which cannot thus be earmarked that should be thrown open for competition by all Services.

Recommendation :

5

We recommend that :

- (1) The posts at the level of Deputy Secretary or equivalent at the Central headquarters, which do not fall within a particular functional area, should be demarcated into eight areas of specialisms as follows:
 - (i) Economic Administration;
 - (ii) Industrial Administration;
 - (iii) Agricultural and Rural Development Administration;
 - (iv) Social and Educational Administration;
 - (v) Personnel Administration;
 - (vi) Financial Administration;
 - (vii) Defence Administration and Internal Security;
 - (viii) Planning.
- (2) Selection should be made from among all Class I officers to man these posts. After 8 and within 12 years of service rendered in a functional area, every Class I officer directly recruited to a class I post (all-India or Central) should be eligible for the selection. Promotees to Class I should be eligible for selection if they have spent a minimum period of five years in Class I and have not completed 8 years therein.
- (3) Selection will be made by a committee consisting of the Chairman, UPSC, and two senior Secretaries on the basis of a written test, an interview and an assessment of the previous records.
- (4) After selection and before being appointed to the post of Deputy Secretary or equivalent at the Centre, they should undergo a period of training described in Chapter VII.
- (5) The tenure of appointment for these Deputy Secretaries should be six years excluding the period spent under training.

PART II OF THE SCHEME

29. We consider next the question of selection for the senior management posts. In this discussion, the term "senior management of the Government of India" refers to the following :

- (a) Joint, Additional and Special Secretaries and Secretaries to the Government of India in the Central Secretariat; and
- (b) Officers in grades identical to those of posts mentioned in (a) either in the Secretariat or attached offices.

TWO CATEGORIES OF SENIOR MANAGEMENT POSTS

30. As in the case of officers considered in Part I of the scheme, a clear distinction should be made between the purely functional posts and posts falling outside the functional areas. The mode as well as the field of selection for the two categories will have to be different as indicated below.

SENIOR MANAGEMENT POSTS IN THE FUNCTIONAL AREA

31. Senior management posts in which the knowledge of the subject-matter or the function is as important as managerial ability, should be classified as functional posts; for example, posts like that of the Engineer-in-Chief, CPWD, Members of the CW&PC and Members of the Railway Board, P&T Board and Central Board of Direct Taxes clearly fall within the functional area. These posts should be filled up by the relevant functional cadres—technical or non-technical, as the case may be. For other posts of this kind, the necessary functional experience will be available in the all-India Services, the Central Services, and among the specialists like engineers, scientists, economists etc. All posts in senior management should be analysed and those which require subject-matter or functional experience must be assigned to the corresponding Services.

POSTS OUTSIDE THE FUNCTIONAL AREA

32. While dealing with the staffing at the Deputy Secretary level, we suggested that outside the functional areas eight specialisms should be built up among the personnel selected from various sources. Personnel who have acquired specialised experience in these areas should form the basic source for selection to senior management posts in these areas. We had mentioned that Deputy Secretaries in the eight specialisms should have tenures of six years exclusive of training. Many would return to their parent cadres at the expiry of this period. Therefore, the area of selection for senior management posts outside the functional area should cover Deputy Secretaries serving in the specialisms in the headquarters as well as those who have served and returned to their parent cadres.

33. The personnel so selected for senior management should be deployed in posts/areas with due regard to their previous specialised experience. It should, however, be possible for a senior manager to move freely from one broad area of middle management specialisation to another allied area. For example, an engineer entrant to a senior management post outside his functional area, who has previously gained specialised middle management experience in the 'Industrial' field, should be able to shift to senior policy positions in the 'Defence' field, where his branch of engineering plays a significant part. Similar considerations should also apply to officers hailing from generalist sources. There should be no fixed tenure for officers in senior management.

SELECTION

34. The selection procedures for entry into senior management should be tightened, so that only the most competent get in. For posts other than purely functional posts, selection should be made from among persons who have completed not less than 17 years of service. The selection for senior management posts in the functional areas as well as outside the functional areas will be made by a committee consisting of the Cabinet Secretary, the Secretary of the Department of Personnel and one of the Senior Secretaries.

35. The Secretary of a Ministry or his equivalent should be chosen from among senior managers best suited for the post concerned. Our scheme of staffing of the higher administration aims at developing specialised competences. The number of specialisms envisaged at the middle level of Deputy Secretary are eight. At the level of Joint Secretary and Additional Secretary in senior management outside the purely functional posts, the areas of specialisms will broaden out and it should be possible, and it is necessary to provide for mobility from one specialism to an allied specialism. At the highest level of Special Secretary or Secretary and equivalent in the Central Government, the factor that should count most is one's general managerial competence. If the scheme of development, that we have sketched earlier is implemented, Government will have a pool of persons of merit selected from a wide field. A Secretary should be selected from this pool, attention being paid to the pattern of experience and background required for the post irrespective of the Service origin of the person concerned. If, however, on an examination of the requirements of the post, it is found that an intimate knowledge of a particular function, technical or otherwise, is indispensable there should be no hesitation in choosing the best man from the corresponding "functional" Service.

Recommendation :

6

We recommend that :

- (1) Senior management posts in functional areas should be filled by members of the respective functional Services.
- (2) Senior management posts outside the functional areas should be filled by officers who have had experience as members of the policy and management pool in one of the eight specialisms. They should have completed not less than 17 years of service.
- (3) The selection for senior management posts in the functional areas as well as outside the functional areas, will be made by a committee consisting of the Cabinet Secretary, the Secretary of the Department of Personnel, and one of the senior Secretaries. There should be no fixed tenure in senior management posts.

36. The scheme which we have adumbrated above broadly gives our views on the manner in which the Government should, as a rule, aim at deploying its higher personnel. We, however, foresee that occasionally instances may arise where new kinds of jobs come into being and in filling which a flexible policy should be adopted. In such cases, the best man should be chosen for the job from the functional sources or from sources outside the functional areas.

37. The above scheme is intended to tackle the central problem of the higher administration today, namely, of getting the best man for each job and of the methods and procedures that need to be adopted to attain that objective. In emphasising the need for specialisation and, what is more, the need for specialised skills in the higher administration, we do not, by any means imply that the generalist is wholly redundant or superfluous. The fact that we would like to highlight is that certain posts and categories of posts can no longer be regarded as the close preserve of generalist cadres alone. This does not, however, mean that the generalist is obsolescent or becoming obsolete at all levels. The generalist has his place, and an important one at that, in the scheme of things; but so has the specialist, the scientist, and the technologist. In a growing democracy, committed to rapid socio-economic development, the administration has to be good no less than it has to be effective; if a good administration is imperative for the happiness and welfare of the people, an effective administration is a pre-requisite for the strength and prosperity of the country. This twin purpose needs the devoted services of the specialist no less than those of the generalist. The problem really is one of harnessing their talents and capabilities through a purposive symbiosis in the larger interests of the common good, and of ending a practice which has tended to exclude the one in favour of the other, with its concomitant milieu of mutual sullen antipathy and supercilious snobbery.

DEPARTMENT OF PERSONNEL

38. We have, in our report on the Machinery of the Government of India and its Procedures of Work, recommended the setting up of a Department of Personnel with a full-time Secretary working under the general guidance of the Cabinet Secretary. It should be the responsibility of the Department to work out the detailed implications of our recommendations for the staffing of the higher posts in administration on the basis of a scientific analysis of the requirements. In particular, it should determine the posts in the Secretariat and attached offices that should be included in the various functional areas. Further, the great number of posts lying outside the functional groups will have to be demarcated and assigned to particular specialisms. The staffing of the Personnel Department is of crucial importance. The Secretary, who will head this Department, should be specially chosen and will need to have done a good deal of serious thinking on the

personnel structure and its problems. His deputies and assistants have to be representative of all Services and groups in order to create the necessary confidence. Lastly, there will be, to start with, the need for expert assistance for its immediate tasks, because we feel that, techniques like analysis and evaluation, have not so far been developed within the Civil Service.

Recommendation :

7

We recommend that the Department of Personnel should be responsible for working out the detailed implications of our recommendations for staffing the higher posts in administration

STEPS TO BE TAKEN DURING THE TRANSITION

39. The scheme for arranging a test for selecting officers at the level of Deputy Secretary in the Central Secretariat and their subsequent training would take some time. It is only when the scheme is in full operation that Deputy Secretaries for specialism outside the functional areas will become available. And it is after the lapse of another six years thereafter that the first group of Deputy Secretaries who have specialised in different areas of headquarters work will become eligible for consideration for promotion to senior management. Special arrangements are, therefore, necessary for the most effective staffing of middle and senior levels during the interim period. We give below a rough plan of these arrangements.

- (i) There should be an intensive programme undertaken by the Ministries to determine, however, roughly it may be, the work content of all posts at the levels of Under, Deputy and Joint Secretary to the Government of India, and to earmark the posts to the 'functional' and 'outside functional' areas;
- (ii) The Department of Personnel should identify the functional Services and where no such Services exist, the category of officers from among whom the necessary personnel should be selected to functional posts;
- (iii) **Under Secretary level :** As regards posts of Under Secretary in the non-functional areas, we have already recommended that they should be filled by promotion of Section Officers. "Functional" posts of Under Secretaries should be filled by the officers of the appropriate functional Service or group.
- (iv) **Deputy Secretary level :** The vacancies arising at this level may be either in the functional areas or outside the functional areas. In case the vacancy is in a functional area, it should be filled by an officer of the appropriate functional Service or group of services as already indicated by us.

- (v) In case the vacancy arises in a non-functional area, it should be filled from among the panel of officers, to be prepared in accordance with the manner indicated below.
- (vi) Till the Department of Personnel starts functioning the Establishment Board should consider officers belonging to the all-India and Central Class I Services, technical and non-technical, with appropriate seniority for posting to these positions. A panel should be prepared giving due consideration to the officer's experience, performance, etc., and, if necessary, an interview may also be held. These officers should be considered for one or more of the eight specialisms which we have mentioned. As soon as a vacancy in one of these specialisms arises, suitable officers from this panel may be considered for appointment.
- (vii) The Deputy Secretaries' posts are at present held by tenure officers and officers of the Central Secretariat Service. Tenure officers should be allowed to continue till their normal tenure expires and the vacancies should be filled in accordance with the procedure suggested above. The Central Secretariat Service officers fall in two categories; those who have been confirmed in the Deputy Secretary's grade, and those who have not been confirmed. In view of the new scheme, no further confirmation to this grade should be made. The record and background of the officers already confirmed should be considered for determining the broad specialism in which they may be placed. In the case of those who have not been confirmed, they should be re-considered along with other officers of the all-India and Central Class I Services for being empanelled for the different specialisms.
- (viii) **Joint Secretary level:** A procedure broadly similar to the one prescribed for Deputy Secretaries may be adopted.
 - (a) For posts which may be classified as functional after an examination, persons with appropriate seniority should be selected from the respective functional Service. For the area outside the functional areas, a panel should be prepared from all the eligible officers of the all-India and Central Class I Services, both technical and non-technical, and future vacancies arising at Joint Secretary level should be filled from this panel. It is, however, understood that in 1956 some officers belonging to a few of the higher Services were put into a Central Administrative Pool by a Committee presided over by the Chairman, UPSC. Such of those officers who were cleared by this Committee and are now working as Directors and Joint Secretaries or

equivalent under the Centre, may be allowed to continue in that capacity under the existing orders.

- (b) In keeping with the spirit of our main scheme of reform, conscious efforts should be made to induct specialists like engineers, scientists, economists, etc., into the senior management posts, so that the existing bias towards generalist sources to which we drew attention earlier, may progressively disappear. Such specialists should be deployed in areas where their specialist competence is likely to be of relevance. The officers may be put through a course of administrative training and orientation.
- (c) Joint Secretaries should be deployed in the broad areas of specialisation that we have indicated, on the basis of their background and suitability.

Note : Scientific analysis and evaluation of jobs will have to precede the adoption of a unified grading structure, wholly, or in part. Accordingly in the chapters which follow, the existing nomenclature of services and classes I, II, III & IV has been used in the discussion.



CHAPTER IV

UNIFIED GRADING STRUCTURE—ITS IMPORTANCE TO PERSONNEL MANAGEMENT

The pay structure should, if it is to serve the twin purpose of sustaining the morale of the Civil Service, and of acting as an incentive to do its best, aim at providing equal pay for equal work and also facilitate the deployment of personnel in the best interests of public service. The Study Team (P) and the Study Team (N) have both felt that there are serious anomalies in the existing pay structure which must be remedied. The Study Team (P) remarks : "We consider that the principle of equal pay for equal work may be recognised for the entire country for both the Central and the State Governments and even local bodies....With the increasing activities of the Central Government in a large number of sectors, personnel belonging to the Central Government and to the State Governments will have occasion to work side by side in much larger numbers.....If on the basis of job evaluation the job index is the same, no matter whether the job is under the Central Government or the State Government, the same salary must be attached to both the jobs. We fully appreciate the difficulties which are likely to arise in this process. Difficulties have to be faced once it is accepted that Government is going to extend its area of activity". The Study Team (N) has remarked : "The extent of variations in some of the pay scales for jobs of similar and comparable duties and responsibilities both at the Centre and in the States, and of the disparities in the pay scales obtaining between one State and another State for the same or similar positions has been a serious disturbing factor in administration. This is one of the major factors for strikes, agitations, Inter-Service tensions and rivalries, indifferent attitude to work, poor performance, frustration and low morale of the employees. Jobs similar in nature and of comparable difficulties, duties and responsibilities should carry the same scales not only in the Central Government but also between the Centre and the States....."

2. The two Study Teams have quoted several examples where certain jobs have palpably been over-valued and certain others carrying heavier responsibilities have been undervalued. Some of the examples mentioned are those of qualified engineers in the Government of India doing only file work, of medical men joining lower positions at the headquarters, qualified educationists occupying a niche in a Ministry requiring just an average competence, of agricultural scientists being attracted to headquarters organisations for doing routine paper work, leaving important field positions. Similarly, the Private Secretaries of Ministers are in the grade of Deputy Secretaries, occasionally even Joint Secretaries. The Study Team (P) thinks that these are cases of mis-utilisation of personnel which is the result of an

imbalance in the pay structure, through which posts in the headquarters are unjustifiedly over-valued in comparison with more onerous and important field positions.

3. The instances quoted above refer to some of the higher posts. There are similar anomalies even in the lower posts. Here, the anomalies arise out of what the Study Team (P) thinks is a wrong equation of responsibilities. For example, a Deputy Collector in the State Government and a Section Officer in the Central Government are remunerated on more or less identical lines. The Study Team thinks that the responsibilities actually differ a great deal.

4. The Study Team (N) has pointed out that even in regard to the remuneration for the same kind of posts, the existing pay structure introduces differences based on the Service origin of the person holding the post. The example quoted is that of the Deputy Secretary to the Government of India, whose pay differs according as the incumbent belongs to the Central Secretariat Service, the Central Class I Service, or the Indian Administrative Service.

5. Further, the fact that Secretariat posts generally carry a higher pay in comparison with field posts has created an unhealthy rush for the former type of posts and a reluctance to move out of them after the fixed period of tenure.

6. The Study Team (P) points out that the present remuneration pattern of the different groups within the Civil Service is the result of historical evolution. But the fact remains that the pattern which prevails today does not take into account the rapid changes which have taken place in the nature of work that is done by the Civil Services. The concept of remunerating the higher Services during the British regime aimed at providing an attractive and secure career grade mostly for expatriate personnel. Further, there were comparatively few jobs in the higher echelons and there did not exist a variety of jobs with a differing content of duties and responsibilities as is now the case. A long pay scale reaching high levels of remuneration towards the end of a career, as a matter of course, was therefore, fixed. Further, as administration did not, at that time, require entry to its higher levels of personnel from diverse sources, deployment in different posts did not pose serious difficulties.

7. The remuneration pattern of the established higher Services is characterised by long pay scales spanning nearly two-thirds of the officer's career; for example, in the non-technical Central Services, Class I, a fresh entrant is recruited to a pay scale running from Rs. 400 to Rs. 1,250 which covers a period of 22 years and provides an automatic lift from Rs. 510 to Rs. 700 in the sixth year. Similarly, in the IAS and IFS recruitment is in effect to a pay scale of Rs. 400—1,800 spread over a period of 22 years and provides, more or less, for an automatic increase of pay in the sixth year from Rs. 580 to Rs. 900. The posts included in these long pay scales carry

different and distinct levels of responsibility. In the wake of developmental activity several new posts carrying different levels of responsibility have been created and included in the cadres of the different higher Services. Since the cadres themselves carry long pay ranges, all the new creations have been in these long pay ranges. A study made by the Department of Administrative Reforms* in respect of Indian Administrative cadre shows that in the senior scale of this Service there are at least four successive levels of responsibility, though all of them are grouped in one scale of pay. The study points out the following defects of the existing practice and offers some remedies :

"In the senior scale, however, this variation can be very wide, and naturally enough, for the scale itself is wide (ranging from Rs. 900 to Rs. 1,800) and an officer spends more time in this grade than in any other. It is in this grade, therefore, that the problem assumes an acute form. In most States the posts of Secretary, Additional Secretary, Joint Secretary and Deputy Secretary will all be in the same grade and if a senior and experienced officer were posted as a Deputy Secretary and a junior officer as Joint Secretary or Secretary, the former would not technically be deemed to have been superseded (which indeed is the answer known to have been given to an officer finding himself in such a situation. And yet it is clearly absurd to equate these posts when deciding postings. Here, because of the well-defined position of these posts in an established hierarchy the anomaly of equating them is detected quickly and is, therefore, rarely perpetrated. But this is not equally true of posts for which no similar measure for comparison is easily available. Development can then tend to be governed by *ad hoc* considerations which would be the negation of policy. In the great variety of postings possible in this grade some method is required to be evolved which could give expression to the principle of progressively higher devolution of responsibility and on the basis of which a postings policy could be formulated".

8. The foregoing discussion leads to the conclusion that in the interests of sound personnel management, the following defects arising out of the existing pay structure should be remedied.

(i) In the absence of a careful evaluation of the work-content of jobs at certain levels and the matching of scales of pay thereto, the healthy principle of equal pay for equal work cannot be implemented. Failure to adopt this principle has an adverse effect on the morale of the personnel, and also adds to the cost of administration.

(ii) There is an imbalance in the remuneration attached to headquarters posts and the field posts leading to a rush for the former and to mis-utilisation of talent.

(iii) The absence of a rational pay structure which could take into account distinct levels of work and responsibility makes it difficult to put through a programme of career development based on the discovery and development of talent and a planned deployment thereof.

*Report on the Management of the Indian Administrative Service (1968).

(iv) The existence of long pay scales and the feeling of easy attainment of increments, which such scales induce, is a disadvantage, in that it does not provide for the recognition of merit as against mere seniority. It does not provide for adequate opportunities of promotion based on merit and for a continuous incentive for the best performance.

(v) The existence of a multiplicity of scales of pay for different groups neither makes for a rational system of remuneration related to work content nor does it facilitate the selection of personnel from different Services for higher positions.

THE SCHEME OF REFORM

9. For the purpose of reform, the pay structure of the entire civil service of the Centre as well as the States should be taken into account. We do not propose to deal with the emoluments to be attached to particular jobs or Services, but only state certain basic principles which should govern the formulation of pay structure. It will be for the Government to work out the detailed implications. The reform may proceed on the following lines. The posts in the Civil Service should be grouped into categories, so that all those which call for similar qualifications and involve similar difficulties and responsibilities fall in the same category. The same pay scale should be applied to all posts in the same category. In carrying out such an evaluation, the following considerations should be borne in mind :

- (a) In those Services which have field as well as headquarters posts like the all-India Services (technical as well as non-technical) and many of the Central Services (technical as well as non-technical), the liability for service all over the country will have to be reflected in the pay pattern and grading system that may be adopted.
- (b) For other services which work either only in the field or at the headquarters but not in both, the grades of pay scales would have to depend only on the duties and responsibilities attached to the posts.
- (c) The fact that the State Services are required to work only within the confines of a State and do not carry a liability for functioning all over India, should be reflected in their grades of pay.
- (d) Posts in which highly important research work has to be carried out may have to be graded high, even though they may carry little or no administrative responsibility.
- (e) As far as practicable, the ratio which the increment in an entry scale bears to the difference between the maximum and minimum of that scale should be the same in all other entry scales.

10. The Study Team(P) has given by way of illustration a pay pattern consisting of 13 grades to cover all the posts which now carry pay

ranging from Rs. 75 to Rs. 980. The Study Team(N) is of the opinion that all the posts under the Centre as well as in the States including the posts manned by all-India Services could be brought under 12 common grades. We feel that the number of grades suggested by the latter Team is too inadequate to take into account the requirements of the Civil Service throughout the country. The number may have to be somewhere between 20 to 25. But we do not propose to make any recommendation regarding the number of grades. They can only be fixed by Government after making a detailed study of all the issues involved.

11. The task of grading is onerous, but should not be an impossible one. A start can be made with the Class I posts under the Centre and those to be manned by all-India Service officers in the States. The number of these officers is small compared to the total strength of the Civil Service. All these posts could be evaluated and assigned to, say, 9 common pay scales, each representing a grade. These nine grades may be divided into three levels, namely, junior, middle and the senior. The progress of an officer of an established Class I Service among the grades within each level should, of course, be on the basis of proved performance. Promotions from the junior to the middle level and from the middle to the senior level will be by selection. The procedure for making promotions which represent movement in the same functional area, is described in Chapter VIII. As regards promotions to middle and senior levels outside the functional area, we have described the procedure in Chapter III. We have attached at the end of this chapter an illustrative chart of 9 pay scales into which most of the existing Class I scales could conceivably be fitted in. Some examples of posts which could be fitted into the grades are also given. We would, however, like to emphasise that the details in the annexure are given only by way of illustration and with a view to indicating our line of thinking. A detailed examination will have to be made by Government for the purpose of determining the grades as well as the posts to which they should be attached. We expect this to be one of the most important and urgent of the assignments to be undertaken by the proposed Department of Personnel in consultation with the Ministries concerned.

Recommendation :

8

We recommend that :

- (1) The posts in the Civil Service should be grouped into grades so that all those which call for similar qualifications and similar difficulties and responsibilities are grouped in the same grade. The number of such grades may be between 20 and 25.
- (2) All the Class I posts may be evaluated and assigned to, say, 9 common pay scales, an illustrative chart of which is attached at the end of this chapter. These nine grades or pay scales may be divided into three levels, namely, junior, middle and senior.

The progress of an officer of an established Class I Service among the grades within each level should be on the basis of proved performance. Promotions from the junior to the middle level and from the middle to the senior level should be by selection.

- (3) The Department of Personnel should undertake urgently a detailed study for the purpose of determining the grades as well as the posts to which they should be attached.**

12. After all the Class I posts under the Centre, and those to be manned by All-India Services in the States have been evaluated and allotted to the various grades, other posts at the Centre as well as in the States can be taken up for examination and the entire Civil Service brought into a framework of 20 to 25 grades. That we have given a common pay structure need not and does not mean that all the constituent Services and groups will have the same number of posts in each grade. The distribution of posts among the various grades will necessarily differ according to the needs of each Service or group. However, an effort should be made to reduce the variations between the Services as much as possible so that prospects are broadly comparable for comparable groups.

13. In particular we would like to see the disappearance of the current impression that the headquarters posts are more important than field posts. If the grading scheme, as proposed, is brought into existence, the impression will be removed. Further, it will become unnecessary to attach special pays to certain posts as at present.

Recommendation :

9

We recommend that after all Class I posts under the Centre and those to be manned by the all-India Services in the States have been evaluated and allotted to the various grades, other posts at the Centre as well as in the States be taken up for examination and the entire Civil Service brought into a framework of 20 to 25 grades.

14. The common grading structure which we have recommended above will also be consistent with the scheme which we have adumbrated in Chapter III for staffing the middle and higher management posts in the Secretariat. The removal of the existing multiplicity of pay scales and the imbalance in the remuneration for similar duties and the replacement, by suitable grades, of long pay scales which club together several layers of responsibility will facilitate the adoption of the scheme we have described in Chapter III. We would, however, like to emphasise that the proposals in Chapter III stand by themselves, and are not to be considered as depending upon the implementation of the reform of the pay structure proposed above. Each of these two sets of proposals, namely, those in Chapter III and in this Chapter, stands by itself.

15. A special word is needed in respect of posts of District Collector and the District Superintendent of Police. We consider it essential that

these post should be held by experienced and matured officers. As regards the Collector's post, the present policy that the new recruit should be posted as Collector as soon as possible after the fifth year, coupled with the fact that increasing numbers have to be accommodated in this post, has reduced the average length of stay in a district charge to an undesirably short period. We consider it essential that persons should hold this post for longer periods and further they should be senior enough. This can be facilitated by introducing more than one grade of Collector. The junior most grade should be available for those having not less than eight years' experience, those in the higher grades should be filled by more senior men. We shall deal with the actual number of grades of Collector in our report on State Administration. We have indicated two grades of District Superintendent of Police, the lower one of which should be available to I.P.S. officers with not less than 8 years' service.

16. Before concluding, we reiterate the urgency and advantage of a unified grading structure. The main advantages of the unified structure will be—

- (a) an automatic upward movement in a time scale will be checked;
- (b) each officer will have to display positive merit to deserve promotion from one grade to the next;
- (c) a more conscious assessment of each officer's work will become a practical necessity with concomitant benefits;
- (d) it will provide sufficient scope for genuine merit to earn accelerated promotion and it will enable Government to stop comparatively mediocre officers at a stage where their unmerited progress should be arrested;
- (e) the existence of identical grades in the different Services will facilitate mobility;
- (f) the replacement of distinctive pay scales which now apply to different Services by a unified system will help in curing the psychological complexes which such pay scales are, at present, bringing in their wake; and
- (g) it will make it unnecessary to provide, save in rare cases, special pays to Secretariat posts.

17. We are convinced that, with the pace at which the number as well as the variety of jobs in the Civil Service are increasing the task of seeking and getting the best man for each job will be greatly facilitated by a unified grading structure. We accordingly attached the highest importance to the recommendations made in this chapter, and we would urge Government to consider the proposals made in this chapter on a high priority basis, and set up a suitable machinery, in order to evolve proper guidelines for action, so that the bureaucracy may well and truly be transformed into a meritocracy.

Proposed uniform grading structure

	Proposed scales (No special pays permissible ordinarily)	Examples of corresponding posts illustrative and notional, subject to objective evaluation
SENIOR LEVEL	Rs. 3500 (I)	Secretary to Government of India, Chief Secretary to the bigger States, Chairman and some Members of 'functional' Boards, etc. at Centre, highest level posts of a technical nature.
	Rs. 3000 (II)	Senior management posts corresponding to Additional Secretary, Members, Addl. Members of some Boards at Centre.
	Rs. 2500—2750 (III)	Senior management posts corresponding to Joint Secretary, Heads of main research institutions, Members of Board of Revenue, Divisional Commissioners etc., some Board Members at Centre, Heads of Central Departments, A.G., I.T. Commissioner, Chief Engineer, etc. (bigger charges).
MIDDLE LEVEL	Rs. 2000—2250 (IV)	Heads of important State departments, some Central heads of departments, e.g., Accountant General, Income Tax Commissioner, Chief Engineer (of smaller charges) etc.
	Rs. 1600—2000 (V)*	Deputy Inspector General of Police, Superintending Engineers (bigger charges), heads of smaller departments and Secretaries of the bigger departments in States.
	Rs. 1300—1600 (VI)*	Secretaries of smaller departments in States, DSPs in very difficult districts, Junior Administrative Grade in Central departments, Deputy Secretaries in Government of India, Superintending Engineers (small charges).
	Rs. 900—1250 (VII)	Collectors (minor charges). Many posts other than this and those given above which are presently in the senior scale of the all-India Service, and Central Services Class I, or in the combined scale of Central Services Class I can be assigned to this grade after evaluation. Some examples could be DSPs, Executive Engineers in bigger charges and some posts at Under Secretary level in the Central Government.

*The number of grades of Collectors and the scales to be assigned will be dealt with in the State Administration Report.

JUNIOR LEVEL	Rs. 700—1100 (VIII)	Many senior scale posts in all-India and Central Services Class I; many in the junior scale of the IAS and IFS can be assigned to this grade, e.g. some Deputy Secretaries to State Government, some Under Secretaries to Union Government, Deputy heads of departments in States, AIG of Police, Executive Engineers in smaller charges etc.
	Rs. 400—950 (IX)	All posts in Class I other than those given above. For the established Class I Services—All India and Central—there can be a training grade of 400—500.
(X) and (XI) Rs. 350—900		Class II may have two grades.
(XII to XXIV)		Class III may have nine to thirteen grades with suitable pay scales.
(XXV)		Class IV

CHAPTER V

RECRUITMENT POLICY

Problems connected with recruitment have, in recent times, become quite complicated as a result of enormous growth of personnel. In March, 1966, the number of persons employed under Government, local bodies and public sector undertakings was estimated at 9.36 million, out of whom 6.6 million were directly employed under the State and Central Governments. By any standards this is a huge figure and the rate of growth, specially in recent years, has become quite rapid. The growth rate has not been the same at the four main levels in the Civil Service. For example, under the Central Government the rate of expansion per annum between 1960 and 1965 was 19 per cent in the case of Class I, 5.7 per cent in the case of Class II, 6.2 per cent in the case of Class III and 4.9 per cent in Class IV. The Study Team (P) is of the view that some of this growth is unwarranted and could have been avoided. The main reasons to which it ascribes the proliferation of personnel are :

- (a) undertaking of unnecessary or unimportant functions;
- (b) duplication of work as between the Centre and the States and as between headquarters and field organisations;
- (c) lack of adequate advance personnel planning; and
- (d) lack of a close and centralised check of the creation of new posts and the review of justification for their continuance thereafter.

2. Unchecked and unnecessary growth of personnel has an adverse effect on recruitment besides acting as a drag on efficiency. Obviously, drastic measures are necessary to check such proliferation not only from the point of view of avoiding waste, but also of maintaining a satisfactory state of recruitment in terms of quality. The following are some important measures we would recommend in this connection :

- (1) Introduction of a rational system of personnel planning and management.
- (2) The elimination of duplication of work wherever it happens to exist as between the States and the Centre.
- (3) Rigorous application of O & M techniques to streamline methods and to effect organisational changes leading to economies, and co-ordination of the efforts of the SIU and the O & M units in order to prune excess staff.

- (4) Delegation of powers away from the headquarters on the principle of the 'maximum possible' rather than the 'minimum necessary'.

3. The second of the above items has already been dealt with by us in our report on the Machinery of the Government of India and its Procedure of Work. The last item relating to delegation of powers will be the subject of a subsequent report. The third item is considered in Chapter X of this report. Here, we shall deal with the need for better personnel planning.

Personnel Planning

4. Adequate personnel planning has a vital significance for a sound recruitment policy. In its absence, there will be violent fluctuations from time to time in the rate of recruitment, with obvious adverse effects on the quality of recruits and cadre management itself. The Study Team (P) points out that the authorised strength of the IAS rose from 803 in 1948, to 1168 in 1952 and thereafter to 1542 in 1956 to 2036 in 1960, and to 2575 in 1966. The Team points out that in this case the order of the emerging need was not foreseen sufficiently in advance and, consequently, the recruitment rate varied between 30 and 40 till 1953, to more than 100 in the 60's. This has happened despite the fact that for the IAS (and for the IPS) reviews are being conducted to determine the cadre needs once in three years. In other established Services no long-term reviews have at all been conducted, and recruitment seems therefore to have proceeded in an unplanned manner.

5. One other factor which affects recruitment is the absence of a suitable machinery for the management of the different cadres. Each service should make adequate provision for manning its encadred posts, as well as deputation posts, if any. We have noticed that in most Central Services, Class I, sufficient deputation reserves are not being provided, even though demands are made on their personnel for outside deputations. A close examination is also not made before the posts are encadred. Both these deficiencies lead to unplanned recruitment. It is, therefore, essential that forecasts of requirements are conducted sufficiently in advance for periods of five years and that cadre management committees are formed in respect of each Service. The cadre management committee may include in addition to the controlling authority, representatives of the Central Personnel Agency and of the user interests, if any. "User interests", in this context, mean the organisations other than the controlling authority which are likely to make a substantial use of the services of the concerned personnel on deputation. It should be the function of this committee to review the cadre requirements for five years in advance and also to indicate any mid-term correctives that may be necessary in the light of developments.

Recommendation :

10

We, therefore, recommend that :

- (1) For all Services advance projections should be made of the requirements of personnel for five years at a time. Mid-term appraisal also should be made if circumstances warrant it and necessary correctives made on the basis of the appraisal.
- (2) Such projections should be made by cadre management committee which should be constituted in the manner described in para 5.

Recruitment Methods

6. We shall now deal with issues relating to the methods of recruitment. The Union Public Service Commission conducts several examinations each year for recruitment to the higher technical and non-technical services. Thus, a combined competitive examination is held to select officers for the Class I Engineering Services for Railways, Defence, Civil Works, etc. For the non-technical Class I Services, there is a different type of combined competitive examination. Separate examinations are also held for the Indian Economic/Statistical Services and for the Indian Forest Service.

Technical Class I Services

7. Our study shows that the quality of entrants to the higher technical services is satisfactory and that these Services are attracting a fair proportion of the best university products. However, one point, which needs some attention is that, while there is an elaborate examination for the established Class I Engineering Services, a large number of engineering posts, also in the Class I, but outside the established Services, are filled on the basis of a short interview of 15—20 minutes. We would suggest that if the requirements and basic qualifications are the same, engineering posts in Class I outside the established category should be filled on the results of the combined examination to the extent possible. However, where some special previous experience or more specialised qualifications than a basic degree are required, the system of a short interview may be adopted. *Ad hoc* recruitment of this type may also have to be adopted where, at short notice, a new project is to be undertaken.

Non-technical Class I Services

8. The examination for the non-technical Class I Services has undergone several changes during the last twenty years. From 1947 to 1950 there was a single examination from which selections were made to all the

non-technical Services—all-India and Central. Candidates had to take three common compulsory papers and three optional papers from a list of different subjects, except that in the case of the Indian Police Service the candidates had to offer two instead of three optional papers. The written examination was followed by an interview for which the maximum marks were identical for all the Services. From 1951, the single examination was replaced by a set of three. The three compulsory papers continued to be common to all the three. Those competing for the Central Class I Services were, as before, required to take three optional papers. The candidates for the Indian Administrative Service and the Indian Foreign Service were required to take two additional optional papers and the candidates for the Indian Police Service were, as before, required to take two optional papers. The additional papers of the IAS and the Indian Foreign Service of only those candidates were to be valued who came up to a certain standard in the three compulsory and the three optional papers. Thus, though the examination continued to be combined, it was visualised as three distinct examinations. The objective apparently was to make for the IAS and the Indian Foreign Service a separate selection out of the candidates eligible to sit for the combined competitive examination.

9. We are not in favour of this method of segregating the candidates specifically for the IAS and the Indian Foreign Service. Our reasons are :

(a) Most of those who compete for the Central Class I Services also offer themselves for the IAS/IFS by taking two extra papers, though there may be some instances where a candidate offers himself for only one category of these Services. More than two-thirds of them hold post-graduate degrees and have the same educational background. On the average, over 500 do well enough in other papers, so as to have their additional papers evaluated. Barring the first 20 or so in the list, the relative position of the others who take all five optional papers, is decided by small differences in the aggregate marks, a difference of 5 per cent being spread over a hundred candidates. The basic qualifications and the intellectual ability of the candidates being the same, it is rather artificial to create, right at the start of the careers of these officers, a permanent hiatus between the IAS/IFS on the one side and all the Central Services on the other—a hiatus which produces unhealthy psychological reactions in all concerned.

(b) The effort to combine the examination and simultaneously visualise in it three different tests has led to a good deal of unnecessary and avoidable administrative detail. In 1958, Government accepted the recommendations of the Public Services (Qualifications for Recruitment) Committee, 1956, by which the number of chances which were to be given to any candidate at these examinations was to be limited to only two. However, the objective of this restriction was, in practice, not achieved because candidates could count their chances against three different sets of examinations.

10. For reasons given above, we think it desirable to unify the recruitment process for all the higher non-technical Services. No attempt need be made to carve out different cadres on the basis of one or two additional papers to be answered by the candidates. In other words, there will be a single examination for selecting people for the IAS/IFS and the other Central Services, Class I (non-technical), option being given to the candidates to give their order of preference for the various Services. As regards the Indian Police Service, we propose to examine the matter in greater detail in our report on Police and/or State Administration. Pending our recommendations therein the existing age limits and mode of examination may continue.

Recommendation :

11

We recommend that :

- (1) **The recruitment to Class I Engineering posts should, as far as possible, be made only through competitive examination, and the selection after a simple interview should be restricted to cases where some prior experience or special qualifications other than the basic degree are required or where new projects are to be undertaken at short notice.**
- (2) **For the Indian Administrative Service/Indian Foreign Service and other non-technical Class I Services, recruitment should be made only through a single competitive examination, it being left to the candidates to express their order of preference for the different Services.**

The Syllabus

11. The content of the examination for the higher non-technical Services has been practically unchanged for the last twenty years. The examination seeks to test intellectual ability and mental discipline by an academic test in the subjects of the candidate's choice. It also seeks to test at an interview lasting for about half-an-hour, the candidate's personality (defined as mental alertness, critical powers of assimilation, clear and logical exposition, balance of judgment, variety and depth of interests, ability for social cohesion, and leadership, intellectual and more integrity). Apart from the three compulsory papers of English Essay, General English and General Knowledge, there is a varied, though not a large, syllabus which has also remained, more or less, unchanged. The syllabus does not include any subject normally pursued by graduates of the Engineering Sciences, though Engineering graduates are eligible to compete for the examination. We believe that the purpose of the examination is to test the intellectual ability and breadth of outlook as well as personality. If this is so, we see no reason why engineering subjects should not be included in the syllabus. Perhaps, few

would maintain today that the pursuit of the liberal Arts or pure Science subjects alone develops the mind adequately for the Civil Service and the pursuit of professional studies like Engineering does not. The fact that Accountancy figures in the syllabus indicates that the UPSC does not subscribe to this view. But engineering subjects seem to be treated differently and do not figure in the syllabus. Even though Engineering graduates are eligible, none but the hardiest can take the examination with a reasonable hope of success, since they would have to make an entirely fresh study of subjects outside their earlier pursuit. We think that this situation should be remedied by widening the syllabus for the non-technical Services examination to include Engineering as well as other technical subjects. We do not expect any significant number of medical graduates to take up these examinations. However, if any of them wishes to do so, the door should not be closed. Therefore, it would be necessary to introduce in the syllabus some subjects which would enable medical graduates also to take up these examinations.

Recommendation :

12

We recommend that the subjects to be offered at the combined competitive examination for non-technical Services may include Engineering subjects as well as subjects relevant to a medical degree.

Delays in Recruitment, etc.

12. We refer here to certain general aspects of recruitment procedure :
 (a) An unhappy feature of recruitment to Government service in India is the great disproportion between the number of posts available and the number of aspirants. Sometimes, the ratio is as much as 1 : 100 or even more. Not only is the expenditure and inconvenience involved in examining a large number of candidates for a few positions great, but the spectacle of so many persons making applications and getting disappointed is a dismal one. Furthermore, the large number of applications that need to be processed and the equally large number of candidates who need to be examined and evaluated, is a fruitful source of delays. Some means should, therefore, be devised not only to limit the number of applicants to a reasonable level, but also to speed up the actual recruitment procedures. While it is true that no discrimination should be made between one candidate and another, as long as he satisfies the minimum requirements, it is equally true that for the large majority of applicants the prospect of success is, but illusory. Some measures need to be adopted to bring down the number of applications considered for each post. These may involve either an adjustment of the age-limits, a rational system of shortlisting candidates, enhancing the minimum qualifications in suitable cases or limiting the number of candidates to be called for interview on some rational criterion. How best the purpose in view can be achieved is a matter for detailed consideration.

(b) There is considerable scope for economies in the expenditure on the publicity undertaken by the various Public Service Commissions to advertise in the newspapers for recruitment to posts. We think that this question requires a closer scrutiny with a view to bringing down the expenditure without losing the needed coverage.

(c) We would also like to draw attention to the fact that, generally speaking, the examination procedures place heavy reliance on an assessment of academic knowledge in most cases and does not pay enough attention to the human and personal qualities which are even more important for Government service. These qualities would be honesty, a spirit of service, character and leadership traits. It is essential to devise not only speedy procedures of recruitment but also recruitment methods which would assess the candidate's human qualities that would make him suitable for the public service.

(d) An opinion has been expressed in certain quarters that the syllabus of the all-India and the non-technical Central Services (Class I), places candidates who had taken Science subjects at the university at a disadvantage in comparison with those who took Arts courses. While we do not like to comment on the merits of the issue, it seems to be necessary that the examination should present a challenge of comparable intensity and magnitude so as to obviate unequal conditions, if any, of advantage or handicap for all candidates.

(e) We also consider it important that those recruited to the higher services should be well-grounded in the Indian cultural and spiritual heritage. No better foundation can be provided in this regard than by a study in original or in translation, of the great Indian epics and other well-known works in Indian languages by savants and scholars. It is desirable, therefore, to include papers on these subjects in the examinations for the higher Services.

All these are important questions which deserve to be examined carefully and in detail. We would suggest that a committee should be appointed to go into them.

Recommendation :

13

We recommend that a Committee should be set up to go into the questions of devising speedier methods of recruitment, in general, of bringing down the proportion of candidates to posts, of reducing the expenditure on publicity, and of revising the syllabus of the examinations for the higher Services.

Raising of Age limits for the non-technical higher Services

13. The present age limits applicable to candidates for the Indian Police Service are 20 to 24. For candidates to other non-technical higher Services, the age limits are 21 to 24. The upper age limit operates harshly when applied to persons who might have undertaken a course of research after

completing their degree or who might have pursued special studies in the fields of engineering, medicine, etc. Opportunities have increased, of late, for the pursuit of studies in such subjects abroad and many university graduates have been taking advantage of these opportunities. It would be to the advantage of Government as well as the Civil Service if such persons are also allowed to enter the Service through competitive examinations. In order to enable such persons also to compete at these examinations the upper age limit for all candidates may be raised to 26 years. This suggestion has been made by the Study Team (N) as well as the Study Team (T). The total number of chances which a candidate can take for the technical as well as the non-technical Services (both inclusive) should, however, be restricted to two.

Recommendation :

14

We recommend that :

- (1) The upper age limit for entrance to the competitive examinations may be raised to 26.**
- (2) The total number of chances a candidate can take for the technical as well as the non-technical Services (both inclusive) should be restricted to two.**

A special type of examination for the first class graduates for a limited number of vacancies

14. While the quality of the entrants to higher technical Services appears on the whole to be satisfactory, the position is not so in the case of candidates for non-technical Services. During 1950-55 one-fourth of the first class graduates passing out of the universities sat for the competitive examinations and the number of vacancies available was one-third of the number of first class graduates who appeared. A decade later, we find that though the number of first class graduates had practically trebled, those among them who appeared at the competitive examinations remained practically the same. Meanwhile, the number of vacancies available had also gone up three times the earlier number. This throws up a ratio of 1 : 1.2 for the vacancies to the number of first class graduates, whereas it would have been 1 : 3 if first class graduates had appeared in as large a number as they did ten years earlier. The fact that the number of first class graduates appearing for the competitive examinations is too small in comparison with the number of such graduates turned out each year and the number of vacancies available, is indeed a matter of concern. We would, therefore, suggest, as an experimental measure, that an examination different from the traditional type may be held for attracting persons with high academic record. This examination would not call for an elaborate post collegiate preparation but would aim at tapping the most intelligent of the first class graduates. The

examination may be on the lines of what is known as 'Method II examination' conducted for recruitment to the Administrative Class in the United Kingdom. In that country there are two methods of recruitment to the Administrative Class. Method I is similar to the detailed written competitive examination conducted by the UPSC. Method II consists, briefly, of a short written examination for graduates with at least second class Honours degree with two papers in English, two general papers and an intelligence test. About half the candidates are eliminated at this stage. The successful candidates are tested and interviewed by a preliminary Selection Board. About a quarter of the candidates taking this test are eliminated and the remaining go for an interview before the final Selection Board of the Civil Service Commission. About half the requirement of the Administrative Class is met through this method.

15. Method II has existed in the United Kingdom since 1949 and has often been reviewed. In the latest available review made by the Civil Service Commissioners of the performance in service of recruits selected over a period of five years, by Method I and Method II, it was found that the latter had done better.

16. We recommend that an examination on similar lines may be held for first class graduates who have obtained an aggregate of 60 per cent marks either at the first degree or at the Master's degree. The written examination, while not being an intensively academic one, should test the candidate's capacity for expression, intellectual analysis and general knowledge. Those who succeed in the written test should be sent before a screening board to undergo a series of further tests and interviews. The Screening Board should be presided over by a Member of the UPSC and should have at least three other members, one of whom should be a psychologist with experience of personnel testing techniques. The other members may be Civil servants (retired or in service) or reputed men belonging to the learned professions. Those who pass this screening should go before the Selection Board of the UPSC. We would recommend the adoption of this method only on a small scale and on an experimental basis. A few vacancies, say, 10 per cent may be reserved for being filled by this method. After three years, a review may be made of the working of this method and if it is found satisfactory, its scope may be further extended; otherwise, it may be modified or even discontinued. In any case, for quite a few years to come, the main method of direct recruitment to Class I Services should be the traditional type of examination modified as recommended earlier.

Recommendation :

15

We recommend that :

- (1) A special competitive examination for non-technical Class I Services may be held for first class graduates who have an

aggregate of not less than 60 per cent marks either at the first degree or the Master's degree.

- (2) The examination should consist of a written test of a non-academic type followed by an oral test conducted by a screening board. Final selection should be made by the UPSC. The screening board should be presided over by a Member of the UPSC and have at least three other members one of whom should be a psychologist with experience of personnel testing techniques. The other members may be civil servants (retired or in service) or reputed men belonging to the learned professions.
- (3) This method should be adopted initially only on a small scale and on an experimental basis. It should be restricted to the selection of candidates for 10 per cent of available vacancies. After the method has been tried for three years a review should be made of its working. If the review shows that the method has produced satisfactory results, its scope may further be expanded. Otherwise, it may be modified or even discontinued.

Special opportunities for advancement to those who are in Class II and Class III.

17. In most of the Class I Services, 75 per cent of the vacancies are reserved for direct recruitment from fresh university graduates in their early twenties. There are of course a few cases where direct recruitment is made to the extent of 80 or even 100 per cent of the vacancies. In some cases, it is restricted to 50 per cent. These are, however, exceptions and the quota of vacancies in Class I available for promotion is generally 25 per cent. The number of vacancies filled up each year in all the higher Services would be roughly around 800. So, the number of vacancies in Class I to which promotions are made from Class II would be roughly about 200—which is far too inadequate having in view the number of Class II officers awaiting promotion. We would therefore suggest that the promotion quota be increased to 40 per cent where it is now less than that percentage.

18. Further, to provide opportunities for exceptionally talented persons to quickly move into higher levels, we suggest that officers who are less than, say, 35 years of age and who have put in a minimum number of six years of service in any capacity should be allowed to have one, and only one, chance at the open competitive examination irrespective of the number of chances they might have taken earlier. Such persons should, of course, fulfil the conditions relating to educational qualifications.

Recommendation :

16

We recommend that :**In order to provide greater opportunities for the advancement of talented persons who are not already in Class I—**

- (a) the quota of vacancies in Class I to be filled by promotion may be increased upto a maximum 40 per cent where the existing quota falls short of that percentage;**
- (b) Every one who has completed 6 years of service in Government and is less than 35 years of age may be given one and only one chance to sit for the open competitive examination for Class I non-technical services, irrespective of the chances already taken, provided that he fulfils conditions relating to educational qualifications.**

LATERAL ENTRY

19. There is a case, at the present juncture, for importing from outside the Government, persons having certain skills and expertise which may not normally be available within Government departments. Lateral entry of this type of personnel will be justified at the senior levels of the Civil Service in the technical and specialist fields. We recommend that provision be made for appointment to technical posts at the senior levels of persons of proved competence from universities, industrial and commercial concerns, etc. Retired officers of the armed forces of the rank of Brigadier and above may also be considered. The pre-condition is, of course, that the capabilities which the lateral entrants are expected to bring in are not available within the Civil Service. This must be ensured because the selections will be *ad hoc* and even an inadvertent error or a tinge of arbitrariness in selecting the right quality of personnel may well demoralise serving personnel to an extent which would far outweigh the benefits likely to accrue from lateral entry. In other words, new blood injected should be good and necessary lest the old blood boil. Care should be taken to regulate the seniority of the lateral entrant, according to the assessment of the individual's qualifications, his age, competence, and the salary he may be getting outside Government. This assessment, as well as the selection, should be made by a committee presided over by the Chairman of the UPSC.

Recommendation :

17

We recommend that provision should be made for appointment to technical posts at the senior levels of persons of proved competence from universities and industrial and commercial concerns, etc. if the capabilities and expertise possessed by them are needed and are not available within the ranks of the Civil Service. Care should be

taken to regulate the seniority of the lateral entrant on the criteria described in para 19. This assessment, as well as the selection should be made by a committee presided over by the Chairman of the UPSC.

RECRUITMENT TO CLASS II

20. There does not appear to be a uniformity of practice or the application of any important principle in making direct recruitment to Class II.

(a) In the Central Secretariat Service, there is direct recruitment to two consecutive levels in the Class II category, namely, Assistant and Section Officer. The educational background of the candidates and the nature of work required to be done by them do not justify direct recruitment at more than one level. We recommend that the direct recruitment which takes place for the Section Officer's cadre in a small measure may be abolished and the concerned vacancies filled by a selection from among the Assistants from the Central Secretariat Service who may be required to pass a departmental examination. Direct recruitment to Assistant's grade will, of course, continue.

(b) There are other instances where direct recruitment takes place to the Class II and to Class I by the same kind of open competition, though the difference in the nature of work performed at the two levels is hardly distinguishable; for instance, Customs Appraisers and Income-tax Officers in Class II under the Ministry of Finance are engaged, more or less, on the same type of work as officers in the junior levels of the corresponding Class I Services. We recommend that, in such cases, direct recruitment to Class II should be abolished and the vacancies which may arise in Class II be filled up by promotion of Class III categories in the same manner as given in the previous sub-paragraph.

Recommendation :

18

We recommend that :

- (1) Direct recruitment to Class II posts of Section Officers may be stopped and these posts may be filled by promotion of Assistants whose direct recruitment, however, will continue.
- (2) Direct recruitment to Class II posts whose incumbents perform duties similar to those allotted to Junior Class I Officers may be abolished. Such posts may be filled entirely by promotion.

RECRUITMENT TO CLASS III

21. At the Class III level we have a vast number of personnel. The types of jobs are also greatly varied, requiring different kinds of qualifications and skills. Recruitment to this category is generally undertaken by the concerned departments themselves, because centralised recruitment

would be difficult, in view of the numbers involved. Though there is a great diversity in the jobs, there is also a large body of personnel in this category, who are engaged on routine clerical work or work of a repetitive nature which does not require any high degree of skill.

22. In this connection, we have noticed that even in the case of routine and repetitive jobs, different methods of recruitment are employed. On the one hand, we have, as pointed out by Study Team (P), the case of Lower Division Clerks in the Secretariat who are recruited by the UPSC after a written examination of the essay type; on the other, there is the instance of the Posts & Telegraphs Department where clerical staff are recruited without any examination, but only on the basis of the marks obtained at Matriculation. We think that there is no justification for such diverse standards being adopted for recruitment to more or less similar jobs. The essay-type examination may be replaced by devising objective tests such as those which are prevalent in the Ministry of Defence. Such tests may also be made applicable to all those cases of clerical recruitment where, at present, no test is in force. The merit in such tests is that they are simple to conduct and to evaluate and eliminate delays in the recruitment process which are at present quite common.

Recommendation :

19

We recommend that for recruitment to clerical and repetitive jobs not calling for any special skill, simple objective tests may be devised and adopted in place of the essay type of examination or where no examinations are held at present.

RECRUITMENT FROM STATE SERVICES TO CENTRAL POSTS

23. The all-India Services provide for an exchange of personnel between the Central and the State Governments and help in creating a sense of participation of the States personnel at the Union administrative levels and in national affairs. Our recommendation that there should be a greater measure of promotion to the all-India Services from the eligible State Services will increase this sense of participation. Further, we have also proposed that Class II officers from the States should be considered for posts of Under Secretary in the Central Secretariat in the functional areas. This will further increase the scope of such participation. In addition to these provisions, it is desirable to enlarge the area of movement of State personnel to Central appointments even at lower levels. It should be possible to recruit from State Government personnel to such organisations, as the Secretariat, and the Departments of Agriculture and Education at the Centre. Provision should be made for recruiting to the Central staff in these areas from eligible State personnel. This helps to knit together personnel at the Central and State levels. This knitting together will make for a common feeling of unity sustaining national integration.

Recommendation :**20**

We recommend that there should be a provision for recruiting from the personnel of the State Governments for Central posts in organisations like the Secretariat, and the Departments of Agriculture and Education, etc.



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CHAPTER VI

RECRUITING AGENCIES

Sound recruitment policies and fair recruitment methods are of basic importance to personnel administration. In India, service under Government, though not quite as glamorous as it was till some years ago, does still have considerable attraction for the growing number of educated youth. Usually, applicants far outnumber the jobs available. It is, therefore, necessary to adopt well-understood, and objective criteria for recruitment, and avoid even a suggestion of bias or favouritism on the part of those entrusted with recruitment. In any society influences for gaining personal ends are always at work. One has to be particularly wary of such influences in a democratic set-up where the seats of power are occupied by people's representatives, who are perforce required to be in constant touch with the public. In order to eliminate the possibility of recruiting authorities being subjected to pressure by those in possession of executive power, the Constitution provides for the setting up of Public Service Commissions independent of the Executive, at the Union and State levels.

2. The independence of the Public Service Commissions has been safeguarded by protecting the salaries and other conditions of service of the Chairmen and other Members thereof. A special procedure has also been prescribed for the removal of Members of Public Service Commissions if necessity should arise. Further, Members of Public Service Commissions are prohibited from taking up employment under Government after their tenure therein.

APPOINTMENT OF MEMBERS

3. It is a matter for concern that the procedure for the appointment of Members has led to complaints that some State Governments have appointed as Members, persons who are not competent. Such allegations were made by some witnesses who appeared before the Commission. The Law Commission, in its 1958 report, has also gone on record, saying that in the States, appointments to the membership of Public Service Commissions have sometimes been made on grounds of party and political affiliations and not considerations of merit. We cannot too strongly emphasise the need to avoid any considerations other than those of competence and experience in making these appointments of crucial importance. When appointments are made on considerations other than those mentioned above, they create an apprehension that the objectivity and the independence of the Commissions which the Constitution seeks to safeguard, might be eroded. We consider below the suggestions made by two of our Study Teams for reforming the procedure for the selection of the Chairman and Members of the Public Service Commissions.

4. The Study Team on Centre-State Relationships has made the following suggestions :

(a) The Chairman and Members of a State Public Service Commission should be appointed by the President in consultation with the Chairman of the Union Public Service Commission and the Constitution should be amended for the purpose.

(b) The procedure for appointment should be the same as the procedure for appointment of Judges of the High Court, the Chairman of the State Public Service Commission playing a role corresponding to that of the State Chief Justice, and the Chairman of the Union Public Service Commission playing one corresponding to that of the Chief Justice of India.

(c) The President should, by a regulation, prescribe the qualifications for official and non-official members of the Commissions

(d) An official Member should be a person who has served in the Government of India or under a State Government for at least ten years, and held the office of Secretary to Government or head of department under a State Government, or an office of equivalent rank under a State Government, or the Government of India, or the principal office in an institute of higher learning.

(e) A Member drawn from non-official category—

(i) should be a graduate in Arts or Science, or who holds an equivalent degree, and

(ii) should be or have been a *bona fide* practitioner in any of the following professions for a period of ten years : Education, Medicine, Science, Technology and Engineering, Law, Accountancy and Administration Public, or Business.

(f) As far as possible, one-third of the Members of a State Public Service Commission should consist of persons belonging to another State.

5. The Study Team (T) has suggested that the State Governors, in appointing the Chairman and Members to the Public Service Commissions should be advised by a panel consisting of the Chairman, Union Public Service Commission, the Chairman of the State Public Service Commission, and a nominee of the State Government.

6. Thus, while the two Study Teams have covered different aspects of the question, they agree on one essential point, viz., that the Chairman of the Union Public Service Commission should be consulted while making appointments to the State Public Service Commissions. We are in favour of the suggestion of associating the Chairman of the Union Public Service Commission in this matter. However, we do not think that it is desirable to vest the powers of appointments to State Public Service Commissions in the President in place of the Governor by amending the Constitution, as

suggested by the Study Team on Centre-State Relationships. As pointed out by the Study Team (T) the above suggestion will mean an encroachment on the powers of the State Government conferred by the Constitution, and may even generate friction between the Government and the Commission in its day-to-day working. We are, therefore, of the view that the Governor should continue to be the appointing authority for the Chairman and Members of the State Public Service Commission. In the following paragraph we recommend a new procedure for the appointment of the Chairmen and Members of the State Public Service Commissions, which, without affecting the autonomy of the States, will facilitate the appointments to the Public Service Commissions of men of integrity and competence regardless of political and party considerations.

APPOINTMENTS TO STATE PUBLIC SERVICE COMMISSIONS AND THE UNION PUBLIC SERVICE COMMISSION

7. We are of the opinion that a procedure similar to that of appointment of High Court Judges, with suitable modifications, may be adopted in respect of the State and Union Public Service Commissions. The Governor should continue to be the appointing authority of the Chairman and Members of the concerned State Public Service Commission. However, in making these appointments, the Chairman of the Union Public Service Commission and the Chairman of the concerned State Public Service Commission should be consulted. The Chairman of the State Public Service Commission should be consulted even with regard to the appointment of his own successor, in addition to the Chairman of the Union Public Service Commission being consulted. As far as the Union Public Service Commission is concerned, before the President makes appointments of the Chairman and Members, the serving Chairman of the Union Public Service Commission should be consulted (even with regard to his own successor). The Governor and the President will, of course, be advised by their Councils of Ministers in the matter of making appointments to the State and the Union Public Service Commissions.

MEMBERS FROM OUTSIDE THE STATE

8. We welcome the idea behind the suggestion of the Study Team on Centre-State Relationships that, as far as possible, one-third of the Members of the State Public Service Commissions should consist of members belonging to another State. However, as the number of Members in the State Public Service Commissions varies from State to State, the question of balancing the Members provided to a State from outside with the Members to be provided by the State is likely to create complications and delays in appointments. We are, therefore, of the opinion that it would be sufficient if provision is made for the appointment of at least one Member of a State Public Service Commission from outside the State. He may belong to the Civil Service or may be a person of high standing in public life.

QUALIFICATIONS FOR MEMBERSHIP

9. We said earlier that some of the appointments made to some of the State Public Service Commissions have been considered to be unsatisfactory. It has been pointed out by the Study Team on Centre-State Relationships that while for the official category of Members a qualification of having held office under the State or Central Government for a period of ten years has been prescribed, no stipulations regarding qualifications and experience have been made for the non-official category. In order to ensure the necessary competence and background on the part of a Member of a Commission, we think it would be desirable, as suggested by the Study Team on Centre-State Relationships to lay down certain minimum qualifications.

Recommendation :

21

We recommend that :

- (1) In making appointments to a State Public Service Commission, the Governor should consult the Chairman of the Union Public Service Commission and the Chairman of the State Public Service Commission. (The latter may be consulted also with regard to the appointment of his own successor).
- (2) In making appointments to the Union Public Service Commission, the Chairman of the Union Public Service Commission should be consulted (even with regard to the appointment of his own successor).
- (3) Not less than two-thirds of the membership of the Union Public Service Commission should be drawn from among the Chairmen and Members of the State Public Service Commissions.
- (4) At least one of the Members of a State Public Service Commission should belong to a different State.
- (5) The minimum academic qualification for membership of a Commission should be a university degree.
- (6) A member selected from among Government officers should have held office under a State Government or the Central Government for at least ten years, and should have occupied the position of a head of department or Secretary to Government in a State, or a post of equivalent rank under the Central Government, or a comparable position in an institution of higher education.
- (7) Members selected from non-officials should have practised at least for ten years in any of the recognised professions like Teaching, Law, Medicine, Engineering, Science, Technology, Accountancy or Administration.

EXCLUSION OF CERTAIN MATTERS FROM THE PURVIEW OF CONSULTATION WITH PUBLIC SERVICE COMMISSIONS

10. Though, in theory, recruitment to all kinds of civil posts is to be done by Public Service Commissions, the Constitution has provided that the executive may exclude certain posts or categories of posts from the purview of the Public Service Commissions. Under this dispensation, most of the Class III and Class IV appointments under the Government are made without the intervention of the Public Service Commissions. This is understandable in view of the large volume of work which these matters would devolve on the Central authority. However, there are some higher appointments which have also been excluded. In the Union Government, the decisions on such exclusion are invariably arrived at by Government after consulting the Union Public Service Commission. We understand that such a procedure is not adopted in all the States. We suggest that all the States should adopt that procedure. Such exclusions should, moreover, be few and far between.

Recommendation :

22

We recommend that Government's decisions on the exclusion of certain matters from the purview of consultation with Public Service Commissions should be taken after consulting the Commissions.

CENTRALISED RECRUITMENT FOR EXCLUDED CATEGORIES AND POSTS

11. The bulk of the staff of the Government at the Centre and in the States is in the Class III and Class IV categories. At the Centre, most Departments recruit for these posts independently of one another. In several cases, individual officers undertake the recruitment of their staff. Often the qualifications which are stipulated for entry, specially into the non-technical posts of different Departments, are identical. Wherever possible, different departmental authorities should pool their requirements and make a joint recruitment for non-technical posts. The Recruitment Board may consist of officers representing the Departments concerned.

12. In technical posts, however, the requirements of qualifications and experience may be quite diverse and it would not be feasible to undertake such recruitment. Therefore, in these cases, each Department will have to make its own arrangements as at present. Even here, there should be regularly constituted Boards for such recruitment and this should not be left to individual officers. Members of the Board may include senior officers from Departments other than the one in which the appointments is to be made. We would like to record here our considered view that there should be no interference by the political executive in matters relating to recruitment of persons, except of their personal staff.

Recommendation :

23

We recommend that :

- (1) Wherever possible, different departmental authorities should pool their requirements of non-technical Class III and Class IV personnel who are directly to be recruited, and make a joint recruitment.
- (2) Recruitment Boards should be constituted for technical appointments in Class III and Class IV and should consist of senior officers representing the Department concerned, as well as some other technical Department.

RECRUITMENT ETC., TO QUASI-GOVERNMENT INSTITUTIONS

13. Apart from the public sector undertakings, there are several institutions which, though not government departments, are either entirely or substantially financed from Government funds. We refer to institutions like the Council of Scientific and Industrial Research, the Indian Council of Agricultural Research, the Indian Council of Medical Research, the Indian Institute of Public Administration, the Indian Institute of Foreign Trade, the Central Social Welfare Board, etc., which are all under the Central Government. Though they are entirely or substantially financed by Government, the purview of the UPSC in matters relating to recruitment, promotions, etc., does not extend to these bodies by virtue of their having been constituted into registered societies.

14. The Study Team (T) and Study Team (P) have remarked that it would be desirable to extend the scope of the UPSC to such bodies as well, in view of the fact that they have large establishments, they undertake sizeable recruitment, and persons recruited to these institutions do tend to make a life-time career in them. The Study Team (T) has suggested that the recruitment to these bodies should be undertaken by the UPSC, and if that is not feasible on practical considerations, these institutions should recruit through an inter-organisational set-up serving all the institutions. The Study Team (P) has felt that the UPSC's purview should be extended to selections as well as promotions, the nature of such association being varied according to the size of the organisation.

15. We generally agree with the spirit underlying the suggestions made by the Study Teams and recommend as follows :

Recommendation :

24

- (1) The UPSC should be associated with the selection of personnel to, and their promotion within the quasi-government bodies entirely or substantially financed by Government.

- (2) In the case of smaller organisations, the function of the UPSC should be to approve the regulations governing recruitment and promotion, including the constitution of Selection Boards and Promotion Committees.
- (3) In the case of bigger organisations like the CSIR, however, only broad personnel policies need be framed in consultation with the Commission, the details of selection and promotion being left to the organisation itself.
- (4) In all cases, the UPSC should develop an adequate system of reporting and inspection to ensure that at least minimum standards are observed in selection and promotion. The Commission may recommend, at their discretion, the annulment of selections and promotions falling short of such minimum standards.
- (5) Comments, if any, by the UPSC on the working of these arrangements should be incorporated in its annual report to be placed before Parliament.
- (6) Powers similar to those proposed for the UPSC, should vest in the State PSCs vis-a-vis quasi-government institutions which are either entirely or substantially financed by the State Governments.

STAFFING OF THE SECRETARIATS OF PUBLIC SERVICE COMMISSIONS

16. The Study Team (T) and Study Team (P) have both commented upon the increasingly diverse character of the recruitment undertaken by the Union Public Service Commission and the State Public Service Commissions, specially to the technical and scientific categories. This underlines the need for adequate staff support being afforded to the Commissions. By adequate staff support we mean that persons with wide experience in education, scientific research and practical administration should be inducted into the Secretariats of the Commissions.

RESEARCH

17. Research needs to be undertaken to test-check the effectiveness of recruitment by follow-up studies of subsequent careers in Government and, to analyse trends in the skill market and in the educational sphere. The data provided by such research will be valuable in deciding upon the correct recruitment policy.

Recommendation :**25**

We, therefore, recommend that :

- (1) The staffing of the Secretariat of the Commissions should become diversified and should aim to include persons with wide experience in education, scientific fields and practical administration.**
- (2) Research cells should be set up in the Public Service Commissions to assess the effectiveness of recruitment by follow-up studies and, to analyse trends in the skill market and in the educational sphere and to provide data for determining the recruitment policies.**



CHAPTER VII

TRAINING

Training is an investment in human resources; it is an important means of improving the human potential and increasing the efficiency of personnel. Some progress has been made in recent years in providing training facilities to civil servants. Direct entrants to Class I Services undergo well-laid out institutional and in-service training programmes. Such programmes for Class III and Class IV personnel are, however, less common. Where they exist, they are generally intended to promote specific technical or functional skills, *e.g.*, in the Indian Railway, Posts and Telegraphs, the Central Secretariat and the Central Excise and Customs Departments. Training Schools and centres have also been established for technical training in specialised areas of engineering, *e.g.*, Telegraphic Engineering and Tele-communications. Efforts have also been made in recent years for providing training in the subjects connected with rural development, like Community Development, Cooperation, Agricultural Extension and Marketing, Soil Conservation and Warehousing.

2. Despite all this effort in the field of training during the last two decades, much more needs to be done, particularly in training personnel for managerial and higher administrative responsibilities. With the rapidly rising tempo of political consciousness among the people, and the undertaking by Government of new tasks and responsibilities in the fields of development and welfare, the cultivation of proper values and attitudes by civil servants has assumed a vital importance. Again, training should prepare the individual civil servant not only for performing his present job well, but also for shouldering higher responsibilities and meeting new and complex challenges in future. The aim should be to train civil servants not just for the needs of tomorrow but even for those of the day after. If training is to be effective, it should, as far as possible, also help the individual civil servant to so develop his capacities—mental, moral and spiritual—as to instil in him a sense of dedication. The realisation of these wide and comprehensive objectives for training would call for formulation of a clear-cut and bold national policy on the subject, setting priorities, preparation of training plans, both short-term and long-term, mobilisation of the needed funds and other resources, and building up a body of trainers.

Recommendation :

26

We recommend that Government should, with the assistance of experienced administrators and experts in training techniques, formulate a clear-cut and far sighted national policy on civil service

training, setting out objectives and priorities and guidelines for preparation of training plans.

3. From the data which we have been able to gather, expenditure on training is seen to be roughly of the order of 0.4 per cent of the wage bill of the Civil Service at the Centre and in the State. The conference of the heads of the Central training institutions and representatives of different Ministries and departments, recently convened by the Ministry of Home Affairs, held that 1 per cent of the total salary bill would be a suitable target of expenditure on training for some years to come. While not being dogmatic about this percentage, we agree that, having in view the need for imparting greater professionalism to the public services and improving their efficiency, a much higher outlay on training than what is now incurred is called for.

CENTRAL DIRECTION OF TRAINING

4. The comprehensive role which we envisage for training as an instrument of improving civil service performance and potentialities calls for the strengthening of institutional arrangements. Training will not be effective, and will not receive due attention, unless there is a separate organisation specially charged with this function. In this context, we have noted the recent setting up of a Training Division in the Ministry of Home Affairs. As presently constituted, this Division has the responsibility of promoting and coordinating training programmes of the different Central Ministries and Departments, providing guidance and help, sponsoring or arranging training courses on aspects common to different services and maintaining liaison with the States.

5. In the scheme of reorganisation recommended by us in our report on the Machinery of the Government of India and its Procedures of Work, the Management of different service cadres will rest with the appropriate Ministries/Departments. It follows that training of the various functional cadres would be the responsibility of the individual Departments and Ministries. However, the Training Division should have the overall responsibility for training in headquarters work as well as for preparing personnel for entry to senior management. It should also be its task to evolve a national policy on civil services training, ensure its translation into operational plans and oversee their implementation. We refer to some of the contents of the training policy later. We would like to emphasise here that such a policy should clearly lay down that those with the best potential for development would be selected for training and not those who are easily available. Again, it must be clearly prescribed and also ensured that the persons who are trained will be "placed" in jobs where the training received will be properly utilised.

6. The Training Division should further be responsible for the training of Training Officers/Coordinators of different Departments and Ministries.

It should be able to provide guidance and advice in the assessment of training needs and evaluation of the usefulness of training programmes. The Training Division should also take a lead in promoting the preparation of the needed training materials and undertake research on the use of different training methods.

7. The Central Training Division is at present headed by a Director with the rank of Joint Secretary. The expanded role which we have in mind for the Division would require its strengthening. The staff should include competent trainers who can apply to the solution of management problems a professional understanding of training methods, learning theory, motivation theory, evaluation techniques and the like. We have already recommended in our report on the Machinery of the Government of India and its Procedures of Work, that the subject of "training" should be with the Department of Personnel. The Training Directorate should, in consonance with this decision, be under that Department.

Recommendation :

27

We recommend that the Central Training Division should be located in the new Department of Personnel. The Division should have the following main functions :

Leadership :

- promote, coordinate and facilitate training;
- formulate policies, regulations and procedures on training and oversee their implementation;
- advise Ministries and Departments on :
determination of training needs instructional techniques evaluation of training programmes.

Services :

- arrange for courses in subjects such as management that are a common need;
- arrange for training overseas;
- arrange for preparation of training materials and research on different training methods;
- train training coordinators.

8. As training will, for the most part, be decentralised, each Ministry or Department, having a sizeable programme of training should have a separate training cell, located in its Chief Personnel Office, the creation of which has been recommended by us in our report on the Machinery of the Government of India and its Procedures of Work. This cell may be manned by a Training Coordinator on a full or a part-time basis, as appropriate, and a few staff aides. In Ministries and Departments which do not have any

substantial training activity under them, the functions of the Training Coordinator may be performed by the head or the deputy head of the Chief Personnel Office.

Recommendation :

28

We recommend that each Ministry or Department, having a sizeable programme of training, should have a separate training cell, located in its Chief Personnel Office. It should be manned by a Training Coordinator on a full or a part-time basis, as appropriate, and a few staff aides.

Training at different stages

9. The nature and content of the training imparted to an officer would depend on the staff of his career at which it is imparted. Thus at the beginning of his career, he will have to receive a post-entry training which will introduce him to the tasks he will have to embark upon. Later, after some years of experience in the particular field in which he started his career, he will have to receive a different type of training if he is selected for undertaking managerial responsibilities at the headquarters. While working on his job, his knowledge and skills will have to be kept up-to-date through refresher courses.

FOUNDATIONAL COURSE AT THE NATIONAL ACADEMY OF ADMINISTRATION

10. The post-entry training imparted to all-India and non-technical Central Services falls into two parts-institutional-training and training on the-job. The former type of training is given in two instalments. There is first, the foundational course at the National Academy of Administration at Mussoorie, which is gone through by all the direct recruits to the all-India and non-technical Central Class I Services. After this course is completed, members of the various Services, other than the IAS, are trained in separate institutions, where they exist. Thus, there are Training Schools for the IA&AS at Simla and for the Income-tax Officers of the Indian Revenue Services at Nagpur and a National Police Academy for the IPS at Mount Abu. Members of the IAS get their specific institutional training at Mussoorie Academy itself. Members of Services for whom no special institutional arrangements for training exist, go from the foundational course, straight to their on-the-job training. The foundational course at Mussoorie includes instruction in certain "core" subjects which provide an orientation in the political, economic and social infra-structure. An important objective aimed at in providing a common foundational course is the promotion of a feeling of oneness among the different Class I Services. Opinion, however differs about the success achieved in realising this objective. According to some, the foundational course tends to accentuate rather than mitigate a feeling of separateness among Services. It has also been pointed out that

the number of trainees is too large to be combined. Notwithstanding these criticisms, the idea of a foundational course is basically sound. We have recommended the introduction of uniform grades of pay applicable to all Class I Services including the all-India Services. If this recommendation is implemented, the common foundational course will really be an effective factor in producing an *esprit de corps* among the Services. The participants of the course will not be bedevilled by a gnawing feeling of inequality and so, the course will promote real unity in thought and aspiration. As regards the problem created by the number of trainees being large, it should not be difficult to solve. The trainees can be taken up in batches and in fact, even now, such a device is adopted.

11. The members of the technical Class I Services do not attend the foundational course. In this connection, we would refer to the 93rd report (1965-66) of the Estimates Committee of the Third Lok Sabha in which it has been recommended that the foundational course should be made compulsory for all new recruits to Central Class I Services. We are in agreement with this recommendation which, incidentally, is consistent with our recommendation in Chapter III according to which suitably qualified members of technical services would be inducted into the middle and higher levels of the Secretariat.

12. The foundational course needs to be better adapted to the challenging task of making the probationers service-oriented. It is of the highest importance that proper attention is devoted to inculcating the right values and attitudes during the foundational course. In our view, the most important of the objectives of the foundational training should be to instil in the probationers a wide national outlook, a high patriotic fervour and a spirit of dedication to public service. The sort of mentality which avidly seeks to contrast the financial prospects of the Civil Service with the more lucrative opportunities of commercial employment is not the one on which we can depend for the realisation of the social and economic goals of the nation. The urge to work for a cause higher than oneself, and the consciousness of serving noble ends, can generate energies which can transcend and vanquish material handicaps. The young men and women who are selected for the Services should be made to feel that the opportunity to participate in the nation building enterprise is in itself a valued privilege and a means of self-fulfilment. Such a view of one's vocation, at once humble and lofty, can be maintained only when one's efforts are grounded on a firm spiritual foundation. The strengthening of the ethical and spiritual base for high human endeavour should be the most important of the responsibilities of the trainers. In this connection, all the great world religions have much to teach. Due to a misunderstanding of the concept of secularism in certain quarters, even the spiritual values enshrined in the great religions are not being given their due place in the educational system. This is unfortunate. Dogma and ritual are not what we mean when we refer to religion. We have in mind the

profound wisdom and inspiration which all religions offer for the elevation and transformation of the human character, and which will enable people to live in peace and amity and to unite in a mighty corporate endeavour for the common weal.

13. The foundational course must, therefore, be basically oriented to make the officer good and honest, for on that foundation must be erected the superstructure of skill, knowledge and efficiency. All training now being given is directed towards making the official efficient, taking goodness for granted. But goodness can seldom be taken for granted. It is a virtue which has to be assiduously cultivated. Incidentally, it will be appropriate if, in accordance with the Directive Principles of the Constitution, the trainees are taught to abstain from intoxicating drinks except for medicinal purposes. In certain sections of the so called 'high' society of to-day, such drinking has come to be regarded as a status symbol. This must be debunked and the virtue of abstinence extolled. The trainees should also be made sensitive to the standard of living of the overwhelming section of the people in the country so that they may not fall victim to "luxury-mindedness" which would distort their sense of values and alienate them from the common run of Indian humanity.

14. The training must include discussions and discourses on moral standards and spiritual values. Persons who are respected for their moral and spiritual attainments may be periodically invited to give talks. Such discourses should be an integral part of the curriculum. In addition, they must find a place in the daily time-table of trainees. Persons invited to speak must not be chosen by the management alone. The trainees must have an active voice in such selection, as primarily they will be the beneficiaries. Committees may be constituted for the purpose, comprising of members of the staff as well as the representatives of the trainees. The trainees may also on occasion choose one among themselves for a discourse on a particular day. He may, after preparation, either speak orally or read a paper. It is further desirable to commence each day's work with a suitable prayer, about the efficacy of which, Gandhiji said, "Prayer is an unfailing means of cleansing the heart....."

15. The trainee even after getting trained in skills, procedures and practices, is often out of tune with the requirements, the needs and the psychology of the people. In a democracy, the Government is of the people, by the people and for the people. The people, therefore, must be correctly understood by every Government servant. It so happens that every Government servant tends to migrate towards an urban area, lives in the urban area and becomes part of the urban population. Urban environment breeds a kind of impersonal temperament, isolating him, even from his neighbours. Even a person who is born in a village loses contact with the village to some extent, for he moves out of the village for his higher education and

subsequent training. One of the main maladies in administration is the unintentional, almost unconscious, loss of touch with the masses. Many of our social and developmental programmes have come to grief because the officers have not been able to know the needs and mores of the people correctly. It is, therefore, of basic importance in a democracy like ours, that the officers must have a rapport with the people and know their psychology and understand their ways. Three-fourths of the nation live in the villages, and it is they who are in greater need of amelioration and uplift. We, therefore, recommend that every trainee should live in a village at least for a fortnight during the course of his training. During this period, the trainees should familiarise themselves with the conditions of village life, organisation of its society and economy and their needs in a welfare State. The fortnight thus lived with the people, together with the close study and observation of rural milieu and conditions, would equip the officer for the better performance of his duties in the coming years.

16. The syllabus of the course also needs improvement. We understand that many of the trainees are not satisfied with the content and methods of teaching, and, further, that lectures in several cases are just a replica of the teaching at the college or university level. Moreover, not every one among the training personnel is of the requisite standards. Lately, an attempt has been made to improve the syllabi and organisation of courses. For instance, in the teaching of Economics, those who have studied it in their graduate courses or hold a post-graduate degree in the subject, are now exempted from the set of lectures dealing with elementary concepts. But their participation in the remaining lectures is considered essential to promote some meaningful discussion in the class room. Notwithstanding the recent changes, the need for alteration and improvement of the contents of the course still remains. The extension of the foundational course to cover all Class I Services, both technical and non-technical, may also necessitate some changes. We would recommend that the Government should appoint a small committee of leading non-officials, experts and experienced civil servants to revise the scheme of the foundational training in order to improve its usefulness and lay added emphasis on building proper values and attitudes.

Recommendation :

29

We recommend that :

- (1) The scope of the foundational course at present given by the National Academy of Administration should be extended to cover also technical Class I Central Services and all-India Services.
- (2) The content of the foundational course should be suitably revised to improve its usefulness and lay added emphasis on building proper values and attitudes among the trainees and

inculcating in them a sense of dedication to duty and service-orientation. The need to abstain from intoxicating drinks should be emphasized.

- (3) Every trainee should live in a village at least for a fortnight to acquaint himself with rural life and conditions.
- (4) The Government should set up a small committee of leading non-officials, experts and experienced civil servants to revise the scheme of the foundational training on the above lines.

Post-foundational institutional training

17. As already stated the post-foundational institutional training for the IAS is given at the National Academy of Administration itself. We are of the view that this training should be the responsibility of a separate IAS Staff College. The Academy should, in addition to providing foundational training to members of all the Services including technical services, be responsible for middle management training. This should keep its hands full. As indicated earlier, the Departments and Ministries should be responsible for the training of officers whose cadres they manage. The Home Ministry should, therefore, be in charge of the training of IAS and IPS officers and there should be a separate Staff College for the IAS. There is already a separate institution, viz., the National Police Academy, for the IPS Officers. The Academy which will be under the Department of Personnel should not be associated with the training of any particular service. In fact, the directing staff of the Academy should be drawn from different Services.

Recommendation :

30

We recommend that :

- (1) The post-foundational institutional training should be entrusted to a separate Staff College for the IAS.
- (2) The National Academy of Administration should be responsible for the foundational course for Class I Central Services and all-India Services and for middle management training.
- (3) The Academy should be under the new Department of Personnel and its directing staff should be drawn from different Services.

18. It is generally recognised that the post-foundational training for the IAS trainees at the Academy is in several respects too general and academic. It is not clearly focussed on the work which the officers have to do during the next few years. The main difficulty is that the trainees are not familiar with practical administration and the training therefore has necessarily to be mostly theoretical. The Study Team (T) recommended in June, 1967, the "sandwiching" of a period of practical administration between two spells of training at the Academy. We are glad that this proposal has

been received favourably by the Government. The Ministry of Home Affairs has suggested to the States that the institutional training of the IAS probationers may be divided into two periods of about 8 months and 4 months, with 12 months' field training in States intervening between them. It has been proposed that the second part of the institutional training should largely be problem-oriented and based on experience and observations of the trainees in the States. We fully support these proposals and would urge that such a "sandwich" pattern of training should normally be followed in all programmes of probationary training of Class I Services.

Recommendation :

31

We recommend that the proposals for sandwich pattern of post-foundational institutional training for the IAS under the consideration of the Government, should be finalised and implemented early. Such a sandwich pattern of training should normally be followed in all programmes of probationary training of other Class I services.

19. The compulsory training in horse-riding is out-of-date. It is a waste of time, effort and money and may be scrapped. Except as a mode of exercise and recreation, horse-riding is now somewhat of an anachronism. No officer except perhaps a few police personnel, uses a horse on official work. As recommended by the Advisory Council of the National Academy of Administration in 1966, training in jeep driving and motor mechanics should be organised as soon as the Academy shifts to Delhi.

Recommendation :

32

We recommend that the compulsory training of horse riding for the IAS may be scrapped. Training in jeep driving and motor mechanics should be imparted when the Academy shifts to Delhi.

20. At present, the on-the-job training received in the States by the IAS probationers, which follows the institutional training at the Academy, varies from 10 to 18 months, the average being 12 months. This training, however, lacks effective supervision. We have been told that, not unoften, the Collectors to whom the probationers are attached for the larger part of their training in the States are either indifferent or too busy to give them the needed time and attention. They also are not always senior enough to train the officers. We would, therefore, suggest that the IAS probationers should be assigned to carefully chosen senior Collectors who are known for their interest in training and whose methods of work are considered worthy of emulation. Further, it will be worthwhile to spell out in detail for the benefit of the probationers, what they are supposed to do and are expected to learn during their training in the States. It is also necessary that the Central

Government should evolve a common pattern of field training which may be adopted by States, with modifications suited to their local conditions. During the sandwich period of field training the probationers should be in constant touch with a tutor at the IAS Staff College, who should set specific tasks, exercises, and writing of reports on particular problems. The training diaries of the probationer should be scrutinised by the Collector and also sent to the tutor of the probationer, who may give him such guidance as may be necessary.

21. As regards the institutions for the training of Class I Services other than the IAS, several of them exist as pointed out above. We recommend that similar institutions may be set up for other services, if the number of trainees is large enough.

22. Only those staff members of the concerned service who have a flair for training should be selected as trainers. The tenure of Government servants deputed to training institutions should be long enough to enable them to be effective as trainers. Further, they should not be placed in a disadvantageous position in the matter of promotion. The Central Training Division should formulate an overall policy for training of trainers and help the training cells in different Departments and Ministries to prepare and organise the needed training schemes.

Recommendation :

33

We recommend that :

- (1) The Central Government should evolve a common pattern of field training for the IAS probationers, which may be adopted by the States with modifications suited to their local conditions. During their training in the States the IAS probationers should be assigned to carefully chosen senior Collectors who are known for their interest in training and whose methods of work are considered worthy of emulation.
- (2) For Class I Services other than IAS, training institutions may be set up where they do not now exist, if the number of trainees is large enough.

TRAINING FOR MANAGEMENT

JUNIOR MANAGEMENT

23. Under our proposals for staffing of the Secretariat outlined in and earlier chapter, the Under Secretaries will be drawn from the functional cadres and the Central Secretariat Service. The Under Secretaries promoted from the Central Secretariat Service will require some grounding in the techniques of programme planning and review. Normally, this group would

have already received training in headquarters work in the course given for the Section Officers by the Central Secretariat Training School. All that they would therefore need is a refresher course in this area. Some of the Under Secretaries drawn from the functional cadres may also require training to prepare them for headquarters work. We would, therefore, suggest that a 12-week course should be organised by the National Academy of Administration when it moves to Delhi. This course should cover (a) introduction to concepts and tools of management, with special emphasis on mathematical aids, staff organisation and control and coordination needs and devices, (b) the machinery of the Government of India and its procedures of work; (c) relations between Parliament, Ministers and civil servants; (d) Five-year Plans, planning methods and the Planning Commission; (e) systems, procedures and rules of financial management and personnel administration at the Centre; (f) techniques of programme planning and review; and (g) some practical exercises in correspondence handling, writing reports and policy memoranda. Participation in the course by Under Secretaries, coming whether from the CSS or the functional cadres, should depend upon the actual needs of the individuals.

Recommendation :

34

We recommend that a refresher training course for Under Secretaries from the C.S.S. cadre and a 12-week training course for other Under Secretaries may be formulated.

MID-CAREER MANAGEMENT TRAINING

24. Under our overall staffing scheme, the middle-level administrators in the Secretariat (Deputy Secretaries and their equivalents) will come from two main sources : (1) "policy and management pool" and (2) "functional cadres". The entry to the "policy and management" pool in the Secretariat will be by a test. This pool will comprise eight specialisations of administration viz., (1) Economic (2) Industrial (3) Defence (4) Agricultural and Rural (5) Social and Educational (6) Financial (7) Personnel, administrations and (8) Planning.

25. The Deputy Secretaries in substantive-work divisions dealing with developmental work will have to shoulder the responsibility for programme planning, coordination and review in an area or sub-sector of administrative activity. The main focus of middle management training should, therefore, be to develop knowledge, abilities and skills which will enable the administrators to mobilise resources (organisation, men and materials) to achieve effectively, certain policy or programme goals/sub-goals. Training required for middle level management should, we feel, have the following three broad elements : (a) training in headquarters work (8 weeks); (b) special courses (8 weeks) in each specialisations; (c) sub-area specialisation training (6 weeks). The first two parts of the training should be completed before an officer assumes charge as a Deputy Secretary, while

the third part should be undergone in the light of actual needs while working in an headquarters assignment.

26. Training in headquarters work may be common to all specialisations. Broadly, it may include the following foundational subjects : (i) basic management concepts like organisation, delegation, control, direction, communication, coordination, supervision and motivation; (ii) basic economic concepts and their use in Government; (iii) policy-making, programme planning, implementation and review, and modern tools of administration; (iv) machinery and procedures of the Government of India, including financial and personnel rules, regulations and review procedures, budgeting, financial control, accounts and audit; (v) relations with Parliament, Ministers and citizens. This course may also be attended, depending upon the need, by Deputy Secretaries in the functional areas.

27. In devising courses for training in each specialism the object in view would be to achieve a deep and intimate knowledge of the theoretical concepts, techniques, systems and procedures connected with the specialism. In particular, under the term "Planning" techniques connected with the formulation of Plans and evaluation of performance will receive attention. This will, of course, involve a study in greater depth of the subject of planning than what is required under item (iii) mentioned in the previous para which only envisages an elementary knowledge of programme planning.

28. As regards the organisation for arranging middle management training programmes, the responsibility should be entrusted to the National Academy of Administration. The Academy may also give the general course in headquarters work for Under Secretaries. As suggested earlier, the Academy will also be responsible for organising foundational courses for direct recruits to all Class I Services, Central as well as all-India.

29. We would like to add that the Academy need not attempt to operate directly all the courses required for middle management. The special courses in the eight specialisations and their sub-specialisations should, as far as possible, be farmed out, particularly where professional organisations with the needed competence already exist, *e.g.*, the Institute of Economic Growth, the Institutes of Management (at Ahmedabad and Calcutta) and the Administrative Staff College, Hyderabad, the Indian Institute of Public Administration and the Defence Services Staff College.

30. Similarly, the facilities provided by professional institutions may be used for sub-area specialisations, *e.g.*, National Institute of Health Administration and Education, National Council for Educational Research and Training, Central Labour Institute, the proposed Bankers' Institute, and the Indian Statistical Institute. The attachment of the middle management trainees to various professional institutions either for a general course in

theory, practice and techniques or a specialised course in techniques and procedures will have the special advantage of broadening the horizons of their knowledge.

Recommendation :

35

We recommend that :

- (1) Training for middle-level management in the Secretariat (for Deputy Secretaries and other officers with equivalent status) should have the following three broad elements : (a) training in headquarters work; (b) special courses in each of the eight broad specialisms; and (c) sub-area specialism training.
- (2) Training in policy and planning should be provided as a part of training for all specialisms.
- (3) The responsibility for arranging middle management training programmes should rest with the National Academy of Administration. The special courses in the eight specialisms and their sub-specialism should, as far as possible, be farmed out to professional organisations which have the needed expertise.

31. We have already stressed the importance of developing personnel for senior management positions on a planned basis. At the entry level to senior management, what is needed is not formal training but opportunities for self-study with a measure of guidance, exposure to discussions at a high professional level, and a deep study of a few chosen policy problems in the broad area of work. We consider that all probable entrants to senior management should take a programme of advanced study for 16 weeks which will help prepare them for higher responsibilities. We would not like to set out any rigid pattern and would like the programme of study to be tailored to meet the needs of the individual and the functional group concerned.

32. Senior management training should be divided into two parts as follows :

- (A) A general study and orientation supplemented by group discussions, seminars and syndicates, with the object of :—
 - (a) enlarging the ability to examine a problem realistically in the broader context of the national goals, Five-Year Plans, and inter-relationships between the community and the Government, and
 - (b) increasing the capacity for coordinating diverse programmes into an integrated whole, developing controls and information systems for alerting Ministers and senior officers to impending problems and initiating new programmes.

- (B) Specific studies of a set of policy problems or a detailed study of the entire policy-making process in a segment or area of administrative activity, with a view to widening and deepening the understanding of the policy-making process. The purpose of this study should be to develop the capacity to distil and integrate their past experience into meaningful learning by analysing what policies, programmes and techniques worked well or badly and why, and how new concepts, tools and insights could help to remove the existing drawbacks and deficiencies.

33. The development of different abilities and skills needed at the senior level requires an atmosphere which does not inhibit critical thinking and is conducive to problem-solving. The need is for an environment where sectional views and attitudes and the accustomed patterns of thought are challenged, and free association of ideas and exercise of imagination is encouraged. Preparation for senior management also calls for close inter-action with senior administrators, political executives, people's representatives and distinguished scholars in different subjects. We feel that such an open climate for self-development and opportunities for inter-action can be better found in a professional organisation. Therefore, education and preparation for senior management should not, in our view, be entrusted to a government institution. Further, the hands of the National Academy of Administration would be pretty full with organising foundational courses and training for middle management which we have earlier proposed for it.

34. We would, therefore, recommend that the persons who are marked out for senior management should be attached to professional institutions for pursuing the programmes mentioned above. For Part A of the programme, the services and the expertise of the Indian Institute of Public Administration may be utilised. Part B may be arranged in other professional institutions like Institutes of Management at Ahmedabad and Calcutta, Administrative Staff College, Hyderabad, Institute of Economic Growth, etc., which specialise in the area which would be of interest to the official concerned.

Recommendation :

36

We recommend that :

- (1) Senior management education and preparation should be largely oriented towards policy-making, programme planning and review, and problem solving. It should be divided into two parts : (A) A general study and orientation supplemented by group discussions, seminars and syndicates; (B) Specific studies of a set of policy problems or a detailed study of the entire policy-making process in a segment or area of administrative activity.

- (2) Persons who are marked out for senior management should be attached to professional institutions for pursuing the programmes of advanced study. Part A of this programme may be arranged with the assistance of the Indian Institute of Public Administration; and Part B at other institutions like the Institutes of Management at Ahmedabad and Calcutta, Administrative Staff College, Hyderabad, the Institute of Economic Growth, etc., which specialise in the area which would be of interest to the official concerned.

REFRESHER COURSES

35. A number of programmes of refresher training have come up in the last decade. During 1961-65, the National Academy of Administration organised five refresher courses of 5-6 weeks for officers of different services with 8-12 years' service. The programme was discontinued on account of shortage of accommodation, among other reasons. It is being revived this year by organising refresher courses on economic decision-making and modern aids to administration. The Railway Staff College operates a well-organised programme of refresher courses for senior personnel, both technical and non-technical. The National Police Academy organises an advanced course for IPS officers with 6-8 years' services. Several professional institutions in the fields of health, agricultural extension, community development and cooperation (e.g. National Institute of Health Administration and Education, National Institute of Community Development and Vaikunth Mehta Institute of Cooperative Management, Poona) also hold refresher courses.

36. The Administrative Staff College, Hyderabad, conducts a ten weeks' programme for senior executives of both public and private sectors, as also special courses on selected management problems. A few officers of the Central Government are deputed to the senior executives' course every year. The Indian Institute of Public Administration has, during the last few years, organised several executive development programmes for government officials, both of the Centre and States. A few civilian officers of various services are also detailed every year by the Government to the National Defence College, New Delhi, and the Defence Services Staff College, Wellington. Advantage is also taken by the Government of the different foreign assistance schemes to send out officials for advanced study and observation abroad.

37. The Estimates Committee underlined, in 1966, the need for placing, on a more systematic basis, the present scheme for refresher courses for the officers of the all-India and Central Services, Class I. The refresher courses may be divided into two categories : (i) those meant to increase the technical or functional knowledge, and (ii) courses for improving managerial, problem-solving and policy-making abilities and skills. We would urge that the statement of training policy of the Government (*vide* para 2 above)

should lay down clear guidelines for organisation of refresher courses. Participation in seminars and conferences also serves as a training medium. Here too, there is the need for laying down some standards, so that such participation is not over-done or this facility is denied to those who really need it. A programme of refresher courses should then be drawn up for each functional service group by the cadre administering authorities. The duration and nature of each refresher course will have to be related to actual needs and the career development plans which are evolved.

Recommendation :

37

We recommend that a programme of refresher courses should be drawn up for each functional service group by the cadre administering authority with due regard to actual needs and the career development plans which are evolved.

TRAINING OF CLASS III AND CLASS IV PERSONNEL

38. Class III and Class IV employees constitute about 98% of the Central Government personnel. It has been roughly estimated that about 70 per cent of the Class III and 90 per cent of Class IV personnel are at present untrained.

39. Class III employees, whose work is mainly of a routine character, however, render great assistance in implementing policies and programmes in the field. Many of them may, at times, have to take decisions on matters which, though not a major importance, none-the-less may affect the citizen in his daily life. Many Class IV personnel also come in contact with the citizens. Except for certain categories of personnel, there is, at present, neither any clear overall policy nor any extensive programme of training. We would, therefore, recommend that a review should be made of the training needs and existing facilities available for Class III and Class IV staff, and a phased programme for improved training for these categories of personnel be drawn up. Such training should aim at not only improving job skills but also developing proper attitudes towards the public. The recommendations we have made earlier in connection with the foundational course for placing special emphasis on building right values and attitudes and developing service-orientation apply equally in this case.

Recommendation :

38

We recommend that a review should be made of existing facilities for training available for Class III and Class IV staff and of the actual training needs, and a phased programme for improved training for these categories of personnel should be drawn up. Such training should aim at not only improving job skills but also developing proper attitudes towards the public.

TRAINING METHODS AND TECHNIQUES

40. The effectiveness of any training programme depends considerably on the choice of right methods and techniques. The lecture method is appropriate mostly for increasing knowledge; group discussions, syndicates and case studies are more suitable for improving problem-solving and decision-making abilities. It has been the experience in institutions, like the National Academy of Administration that greater benefit would be derived if guest speakers stay on the premises and are enabled to meet the trainees in small convenient discussion groups.

41. The use of group discussions and syndicates has been on the increase in recent years. Seminars and conferences are increasingly becoming the vogue in administrative training. Their usefulness is, however, limited, in many cases due to the low quality of the working papers, failure to circulate them well in time and the poor steering of discussion. The syndicate method has been found effective only where the trainees already possess some worthwhile practical administrative experience. The case method has great potentiality for promoting a meaningful understanding of the administrative process and enhancing problem-solving skills and policy insights. It is, however, hardly used in the training programmes for the public services. Some cases are occasionally cited, but little effort has been made to develop them into written case material. The Indian Institute of Public Administration has developed recently several case studies, but they have not as yet been put to operational use for training purposes. The Administrative Staff College, Hyderabad, has brought out a few case volumes but these cases are mostly concerned with problems of industrial administration.

42. While programmes of field visits and practical training on the job largely exist for Class I and Class II officers, field projects assignments and writing of research or survey reports are less common. Their proper use can help improve the effectiveness of training of good deal. The use of right methods and techniques of training is an area in which the Central Training Division must take a lead and provide useful assistance. The Division should arrange for appropriate research on various training methods and experimentation in techniques.

43. The Central Training Division should also promote an extensive programme of development of training materials by various training institutions and professional organisations. In this programme, high priority should be given to preparation of clusters of cases on various aspects of administration. The paucity of cases is at present a great handicap in deriving full advantage of discussions in syndicates, round tables, seminars and conferences.

Recommendation :**39**

We recommend that the Central Training Division should arrange for appropriate research on various training methods and experimentation in techniques. It should also promote the development of training materials.



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CHAPTER VIII

PROMOTION POLICY

Recruitment, selection, training and placement form but one part of personnel management. The assessment of the actual performance of individuals within the service and their ordered and just advancement are important aspects of the other part of it.

2. This leads us to the consideration of the requirements of a sound promotion policy. Efforts have been made in recent times to promote the most deserving from among the deserving and to minimize, if not eliminate, the element of subjectivity in the assessment of merit. Till recently, the policy in this regard was based on the Second Pay Commission's recommendation that the performance of civil servants should be graded in five categories—'outstanding', 'very good', 'good', 'fair' and 'poor'. The relative importance given to these gradings differs at different levels in the services. For example, in the Class III and Class IV Services promotions are made on the basis of either seniority subject to the rejection of the unfit or seniority subject to the satisfaction of a minimum merit criterion. In making promotions from Class III to Class II greater importance is intended to be given to merit. For promotions from Class II to Class I, consideration is expected to be given to differences in degrees of merit—'outstanding', 'very good' and 'good'.

3. The practice which prevails for promotions from Class IV to Class III or from one grade to a higher grade within the Class III service itself differs from Department to Department. It would be advisable to have a uniform practice in one important aspect. Departmental Promotion Committees should be constituted, wherever they do not exist now, for appraising merit for the purposes of promotion. We feel that promotions made by regularly constituted Departmental Promotion Committees will create greater confidence. One of the members of the Committee should be an officer from a Department not connected with the one in which the promotions are considered. The Chairman of the Departmental Promotion Committee should be of a sufficiently high level, *e.g.*, Joint Secretary in the case of promotions from Assistants to Section Officers in the Secretariat or a Deputy to a Head of Department, such as the D.I.G. in the case of promotion from A.S.Is. to S.Is.

Recommendation :

40

We recommended that Departmental Promotion Committee should be constituted, wherever they do not exist now, for appraising the merits

of the persons concerned for promotion. The Chairman of the Departmental Promotion Committee should be an Officer at a sufficiently high level. One of the members of the Committee should be an officer from a Department not connected with the one in which promotions are considered.

PERFORMANCE RECORDS

4. Confidential reports, in the manner and spirit in which they are being written, tend to emphasise more the man and his qualities than the job and its performance. In assessing the merit of candidates for promotion, the confidential reports play a decisive role. The Second Pay Commission had noted that one of the criticisms against the method of writing confidential reports was that they were laconic and vague and there was no positive assessment of intelligence and other qualities. Despite periodic instructions issued on the manner of writing confidential reports, there is dissatisfaction among the Government employees on this account. We would suggest the following steps to improve the existing system of preparing and using confidential reports.

- (a) At the end of each year the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out any special achievement of his. The resume should be submitted to the reporting officer and should form a part of the confidential record. In giving his own assessment, the reporting officer should take due note of the resume and after making his own comments and assessment submit the entire record to the next higher officer, namely, the reviewing officer. The reviewing officer should add his own comments, if any, and also do the grading.
- (b) The Second Pay Commission limited the field of choice for promotion to those who were 'outstanding', 'very good' and 'good', thus excluding those who were assessed as 'fair' and 'poor'. Government have recently revised the instructions regarding these gradations to a few categories. According to the latest Government instructions only three gradations, namely, 'fit for promotion', 'not yet fit for promotion', and 'unfit for promotion' are to be made when writing the confidential reports of Secretariat officers of the level of Under Secretary and above. Further, it has to be indicated whether the officer reported upon has any outstanding qualities which entitle him for promotion out of turn. In effect, therefore, the number of gradings have been reduced to four from the earlier five. We are glad to find that Government have taken action on these lines which appears to be, more or

less, in consonance with the recommendations made by our Study Team (N) which had recommended that the system of five gradings should be replaced by only three gradings, namely, (i) fit for promotion out of turn; (ii) fit for promotion; and (iii) not yet fit for promotion. The grading 'unfit for promotion' is likely to carry the impression that the officer concerned is unsuitable for promotion for all time. We feel that no one should be left with the feeling that he has permanently been branded as unfit for promotion. The grading 'not yet fit for promotion' will take care of cases who are unsuitable for promotion on the basis of their performance during the year under review. We, therefore, recommend the adoption of the three gradings proposed by the Study Team (N), viz., (i) fit for promotion out of turn; (ii) fit for promotion; and (iii) not yet fit for promotion.

- (c) In the new system of grading, it is only those who are graded in the first two categories, viz., 'fit for promotion out of turn' and 'fit for promotion' that will have to be considered for promotion. The percentage of personnel in any group of civil servants working at the same level who are really outstanding and deserve out of turn promotion cannot but be small. We have a feeling that at present 'outstanding' gradings are being given too liberally and not unoften undeservedly. We would suggest that as a rough guideline only five to ten per cent of officials engaged in work of a similar nature and at the same level in any office or organisation should be graded 'fit for promotion out of turn'. (There would, of course, have to be exceptions to this in special circumstances). The grading 'fit for promotion out of turn' should be supported by specific mention of outstanding work that has been done.
- (d) Good work done during the year should receive prompt appreciation either on a file or in a tour or inspection note. The concerned official should be allowed to quote these in his resume.
- (e) The suggestions made above will ensure that an individual's own estimate of his performance will get a place in this confidential reports. It is equally important that his superior officer's assessment made frankly and faithfully is also available in it. There has been, however, a noticeable disinclination on the part of the reporting officers to record adverse remarks against those working under them, because such remarks are required to be communicated to the individual concerned and on his representation they are called upon to justify them. Moreover, the communication of adverse remarks quite often

becomes a source of grievance against the reporting officer. To avoid this unpleasant contingency, the reporting officer quite often fails to record adverse remarks even when they are justified. This appears to be particularly true of headquarters offices than of field offices. This defect needs to be remedied in the larger interest of the efficiency of the Civil Service.

We feel that when an opportunity is afforded as suggested by us to the official himself to write out an account of his performance and provision is made for a prompt review of the adverse remarks by a reviewing officer, it should not be necessary to communicate the adverse remarks. The reviewing officer will have to go through the adverse remarks and after discussing them with the reporting officer as well as, if necessary, the officer reported upon, either confirm the remarks or suitably modify them, as the case may be. To our mind, this procedure will ensure that both favourable and unfavourable remarks about a Government servant are available at the time of assessment of his performance and subsequently when his performance over the years is assessed for purposes of promotion. It should also eliminate chances of any unfair or prejudiced treatment of the Government servant by the reporting officer—a circumstance against which the Government servant has a right to be safeguarded.

- (f) In view of our new approach to the annual report as a document spotlighting the performance of an official during the course of the year, we recommend that this report should be called 'Performance Report' instead of 'Confidential Report'.
- (g) While considering the suitability of an officer for promotion, a realistic view needs to be taken of the adverse remarks recorded in his confidential reports. An adverse remark bearing on deficiencies in character or moral turpitude would certainly render an officer unfit for promotion. So would a series of remarks indicating inefficiency, indolence, etc. But if the records of an official are otherwise so good as to merit promotion, a stray adverse remark other than one bearing on character and moral turpitude should not be made a ground for supersession. Needless to say, where merit is equal, seniority will be decisive for promotion.

Recommendation :

41

We recommend that :

- (1) At the end of each year the official reported upon should submit a brief resume, not exceeding three hundred words, of the work

done by him, bringing out any special achievement of his. The resume should be submitted to the reporting officer and should form a part of the confidential record. In giving his own assessment, the reporting officer should duly take note of the resume and after making his own comments and assessment, submit the entire record to the next higher officer, namely, the reviewing officer. The reviewing officer should add his own comments, if any, and also do the grading.

- (2) The gradings in the Confidential Report should be reduced to three—(i) fit for promotion out of turn; (ii) fit for promotion; and (iii) not yet fit for promotion. There need be no such category as 'unfit for promotion'.
- (3) Only five to ten per cent of officials engaged in work of a similar nature and at the same level in any office or organisation should normally be graded 'fit for promotion out of turn'. This grading should be supported by a specific mention of the outstanding work.
- (4) There is no need to communicate adverse remarks to an official. In the event of any adverse remarks having been recorded, the reviewing officer should after discussing them with the reporting officer and, if necessary, the officer reported upon, either confirm the remarks or suitably modify them, as the case may be.
- (5) The annual report may be called "Performance Report" instead of "Confidential Report".

EXAMINATION FOR PROMOTION FROM CLASS II TO CLASS I

5. While dealing with recruitment policies, we recommended that in those cases where promotions take place from the Class II to the corresponding Class I cadre, the percentage of Class I vacancies to be filled up by promotion should be raised to 40 per cent; wherever it is less than that figure. Simultaneously with the increase in promotion quota, there should be a modification in the existing procedure for filling up the vacancies available for promotion. At present, these are filled up on the recommendation of a Departmental Promotion Committee (presided over by a Member of the UPSC) which makes an appraisal of the candidates' merits in the light of their confidential records. For this purpose, the field of choice is limited to a prescribed multiple of the vacancies available. While this method provides (and rightly so) for the selection of the best among the most experienced, it does not provide sufficient incentive to those who are comparatively junior and yet very competent. To provide an incentive for such people and make the best use of them as quickly as possible, we suggest that half of the vacancies available may be filled by

the existing method and the other half on the basis of an examination. Class II officers may sit for this examination, provided that they have put in a prescribed minimum number of years of service, say, five and are not graded as 'not yet fit for promotion'. The examination should test the candidates' knowledge in the subjects dealt with in his department as well as his general intellectual capacity. On the basis of the performance in the written examination, the candidates should be categorised as 'A', 'B' or 'C'. The candidates in category 'C' will be those who do not come up to the standard required; those in 'B' will be of the required standard and those in 'A' will be outstanding. The valuation should be strict and the persons placed in category 'A' should not generally exceed 10 per cent of the candidates who have come up to the required standard.

6. The performance of the candidates in their jobs should also be categorised as 'A' or 'B'. There will be none in category 'C' because those who are 'not yet fit for promotion' will not sit for the examination. A final list of officers divided into three classes may then be prepared as follows :

Class I—those who have secured 'A' in the examination as well as in the performance gradings.

Class II—those who have secured 'A' either in the examination or in the performance grading or/and 'B' in the other.

Class III—those who have secured 'B' in the examination as well as in the performance gradings.

In each class the officers will be listed in accordance with their seniority. Promotions should then be made in accordance with this list. Examination of the type described above will be necessary only in those cases where there is a sizeable field of choice. There should be a careful planning of recruitment and promotion programme so that the number of vacancies filled up each year will be steady over a period of years. Each candidate to the examination should have only two chances. However, if for want of vacancies a candidate who has been placed in Class I is not promoted, he should be allowed to carry forward that grading for the next, and only the next, promotion year.

Recommendation :

42

We recommend that :

- (1) Half of the vacancies available for promotion of Class II officers to Class I including all-India Services may be filled by the existing method and the other half on the basis of an examination. Class II officers may be allowed to sit for this examination, provided that they have put in a prescribed minimum number of years of service, say, five, and have not been graded as 'not yet fit for promotion'.

- (2) On the basis of the performance in the written examination, the candidates should be categorised as 'A', 'B' or 'C'. The candidates in category 'C' will be those who do not come up to the standard required; those in 'B' will be of the required standard and those in 'A' will be outstanding. The valuation should be strict and the persons placed in category 'A' should not, in general, exceed 10 per cent of the candidates to have come up to the required standard.

- (3) The performance of all the candidates in their jobs should also be categorised as 'A' or 'B'. A final list of officers divided into three classes may then be prepared as follows :

Class I—those who have secured 'A' in the examination as well as in the performance gradings.

Class II—those who have secured 'A' in one of the two gradings—examination or performance—and 'B' in the other.

Class III—those who have secured 'B' in the examination as well as in the performance gradings.

In each category the officers should be listed in accordance with their seniority. Promotions should then be made in accordance with this list.

- (4) Each candidate will have only two chances for the examination. However, if due to an insufficient number of vacancies, a candidate who has secured a grading 'A' in the examination is not promoted to Class I, he should be allowed to carry forward that grading for the next, and only the next, promotion year.

7. The merit in the above scheme of promotions to Class I from Class II lies in its providing opportunities of advancement to comparatively young officers in Class II who are outstanding, while, at the same time, not ignoring competent senior officers who deserve to be rewarded with promotion.

8. As regards promotions from Class III to Class II, the procedure is not uniform in all the departments. In some cases, selection is made by Departmental Promotion Committees, from among those who have passed a departmental examination. In some other cases, a departmental examination is not prescribed for this purpose, it being apparently assumed that in the circumstances of the cases, the holding of a special examination is neither feasible nor necessary. We suggest that where no examinations are now held and the area of selection is large enough, an examination of the type recommended by us for promotion to Class I from Class II may be introduced for the purpose of filling 50 per cent of the vacancies, the other 50 per cent being filled by the existing method.

Recommendation :**43**

We recommend that in respect of promotion from Class III to Class II in cases where no examinations are now held and the area of selection is large enough, an examination of the type recommended by us for promotion to Class I from Class II may be introduced for the purpose of filling 50 per cent of the vacancies, the other 50 per cent being filled by the existing method.

PROMOTIONS WITHIN CLASS I, (INCLUDING ALL-INDIA) SERVICES

9. If the unified grading pay structure, that we have envisaged in chapter IV, is adopted, the method of promotion through Departmental Promotion Committees will have to be adopted in the Class I to a much greater extent than now obtains. In the Class I category, the common pay structure envisages three levels, namely, junior, middle and senior, each containing three grades. The procedure for promotion should be as follows :

- (i) In the functional areas, promotions from one grade to another in the Junior and Middle levels, in the all-India Services and the Central Class I Services, should be made by a formally constituted Departmental Promotion Committee, presided over by the Chairman or a Member of the Union Public Service Commission.
- (ii) For selections to posts of Deputy Secretaries, which fall outside the functional area in the Central Secretariat, we have already indicated, in Chapter III, a method which includes an examination to be conducted in association with the Union Public Service Commission.
- (iii) Promotion from middle levels to the senior levels, that is, the senior management in functional area as well as outside the functional area, should be based on the recommendations of a committee consisting of the Cabinet Secretary, the Secretary of the Department of Personnel and one of the senior Secretaries.

Recommendation :**44**

We recommend that:

- (1) In the functional areas, promotions from one grade to another in the Junior and Middle levels in the all-India and the Central Class I Services should be made by a formally constituted Departmental Promotion Committee presided over by the Chairman or a Member of the Union Public Service Commission.
- (2) Selections to the posts of Deputy Secretaries in areas outside any particular functional area should be on the basis of the mid-career Selection process given in Chapter III.

- (3) **Promotion from middle levels to the senior levels, that is, the senior management in the functional area as well as outside the functional area, should be by a committee consisting of Cabinet Secretary, the Secretary of the Department of Personnel and one of the senior Secretaries.**



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CHAPTER IX

CONDUCT AND DISCIPLINE

The healthy functioning of the administration depends not only on the competence of its personnel, but also on the maintenance of a high standard of personal conduct and the observance of discipline. It is, therefore, essential that there should be a clearly adumbrated code of correct official behaviour and a provision for the punishment of those who deviate therefrom. There should, of course, also be provision for punishing slackness and inefficiency. The Central Civil Services (Conduct) Rules lay down the code of conduct to be observed by Government servants. Another set of rules, the Central Civil Services (Classification, Control and Appeal) Rules, lay down the procedure for inquiry into the allegations levelled against Government servants, and for awarding punishments to those whose guilt has been proved. The various types of penalties which can be imposed by the administrative authorities are also set out in the latter set of rules. They also deal with the procedure for appeals against punishment.

2. The above sets of rules derive their authority from the proviso to Article 309 of the Constitution which gives the President the power to make rules relating to the recruitment and the conditions of service of persons serving the Union. The same Article also enables President to pass laws for regulating such recruitment and conditions of service. The question has, therefore, been raised whether these rules, as well as others relating to other conditions of service, should not be issued under laws specifically dealing with them. While our Study Team (N) is in favour of passing such a law, Study Team (P), when dealing with the subject of recruitment, has declared itself against their regulation through a separate enactment. We are inclined to agree with the approach of the latter Team. If conditions of service are to be regulated through specific laws, an element of rigidity will be introduced. In the continually changing administrative context, there will often arise occasions for making changes in the conditions of service. Considerable delay and inconvenience will result to all concerned if the proposal for each change, however, minor, is to be put up for the approval of Parliament. There will also be an extra demand on the time of the Parliament on which there is already a very heavy pressure. We, therefore, agree with the Study Team (P)'s approach and recommend that the rules may continue to be made by the President in the exercise of his powers derived from the Constitution. The rules should, however, be placed before Parliament. A similar procedure should be followed in the States also.

Recommendation :**45**

We recommend that rules relating to the recruitment and other conditions of service of Government employees, serving the Union may continue to be made by the President in the exercise of his powers derived from the Constitution. The rules should, however, be placed before Parliament. Similar procedure should be adopted in the States also.

3. The Study Team (N) has given a draft of a Civil Service Bill. This Bill seeks to provide, among other things, for the restriction of certain fundamental rights. It also contains provisions analogous to the provisions of the Indian Penal Code. It incorporates provisions of the existing Government Servants Conduct Rules. While we are in favour of an enactment on the lines to be described presently, we are not in agreement with the Bill proposed by the Study Team. In the first place, several provisions of the Bill cannot be put through unless Article 33 of the Constitution is amended so as to abridge certain fundamental rights. We also do not see any important purpose served by simply incorporating the provisions of the Indian Penal Code into the Bill as proposed. Action against persons guilty of receiving illegal gratification or use of undue influence or pressure can be taken under Sections 161 and 163 of the Indian Penal Code respectively instead of being taken under similar provisions to be incorporated in the new Bill. Suitable provisions should, of course, be made for dealing with indiscipline leading to demonstrations inside public offices which obstruct orderly and peaceful work therein. For this purpose, it will be necessary to declare such demonstrations leading to disruption of orderly and peaceful work as a penal offence. Similarly, a strike may also be declared as an offence punishable under the law. It is, therefore, enough, in our opinion, to frame legislation which would describe these offences and prescribe penalties therefor. As regards matters like official misdemeanour or inefficiency, the existing Conduct Rules, suitably amplified, where necessary, should serve the purpose. Actions infringing the Conduct Rules, which would lead to punishments like dismissal, removal from service, withholding of increments, etc. should fall within the ambit of departmental proceedings. It would not be necessary to pass special legislation for enabling the departmental authorities to carry out departmental inquiries and awarding punishments.

Strikes

4. One of the Government Servants' Conduct Rules deals with demonstrations and strikes. That part of it which relates to demonstrations was amended when, in its original form, it was declared by the Supreme Court as being *ultra vires* of Article 19 of the Constitution. We shall consider the subject of 'demonstrations' in a later paragraph. Here it would be sufficient

to note that in the judgment on the above rule, delivered in the case of Kameshwar Prasad versus State of Bihar (A.I.R. 1962 S.C.R. 1166), the Supreme Court upheld the validity of the other part of the rule which prohibits the resort to strikes by Government servants who are not governed by the Industrial Disputes Act. We wish to record as our considered view that strikes are out of place in Government departments. A Government servant holds a special position in society in that he is a part of the machinery—the Administration—on whose uninterrupted and efficient functioning depends the well-being of society, nay, its very survival. In whatever situation he may be functioning, his work and conduct have a direct effect on the people. This places him in a privileged position from which he exercises power and commands respect. Society can, therefore, rightly expect of him in return to behave as a model citizen who will not place its welfare in jeopardy by any action of his. In these days, when the effect of Government's activities is all-pervasive, a stoppage thereof, be it even for a short period, will cause widespread distress to the community. So, whatever grievances a Government servant may have, either as an individual or as a member of a group of Government servants, redress must be sought invariably through a suitable machinery for negotiation and in no case through recourse to coercive measures that disrupt the smooth functioning of the administration. A person who enters Government service should, therefore, be clear in his mind that resort to strike is not a method open to him for achieving any objective. In order that this idea may be well-implanted in his mind he should, at the time of his entering upon service under Government, make a solemn declaration that he will not resort to strike. Though the conduct rules expect him to keep to such a course, the psychological effect of making a formal declaration on the occasion of one's entry into Government service will be of immense value.

5. The prohibition of strikes by the conduct rules renders a person who infringes these rules liable to departmental action. A strike in a Government department being a serious matter, it is also necessary to make it punishable under law. We, therefore, welcome the Essential Services Maintenance Act, 1968, authorising the Government to prohibit strikes in essential services and providing for penalties for persons participating in prohibited strikes or instigating and financing such strikes.

Recommendation :

46

We recommend that :

- (1) Every Government servant should before entering upon service sign a pledge that he will under no circumstances resort to strikes.
- (2) The Essential Services Maintenance Act, 1968, authorising the Central Government to prohibit strikes in essential services and providing for penalties for persons participating in prohibited

strikes or investigating and financing such strikes shall be adopted also by the State Governments.

6. While strikes should be prohibited in Government departments, it is necessary that there should be a machinery for redressing the legitimate grievances of Government employees. Such a machinery has already been provided by the constitution of the Joint Consultative Machinery. It has also been mentioned on the floor of Parliament that the Government intends to bring forward a Bill to provide a statutory basis for this. It is proposed that disputes relating to conditions of service of the employees in regard to pay and allowances, hours of work and leave which could not be settled by this machinery would be referred to a Board of Arbitration. This should be subject to the authority of the Parliament as supreme arbiter. We welcome such legislation which, we hope, will render unnecessary the invoking of the penal provisions of the Essential Services Maintenance Act. We recommend that a Joint Consultative Machinery should be set up for settling the grievances of Government employees in the States also and be given a statutory basis.

7. Here, we would like to emphasise the need for proper representation of the employees on the Joint Consultative Bodies. We find that recognised unions nominate the employees' representatives on the various bodies constituting the Joint Consultative Machinery. The practice suffers from a drawback. Only a small proportion of the employees is enrolled in any union and the recognised unions may account for only a section of the enrolled membership. Thus, the staff side of the membership of the Joint Consultative Machinery is not sufficiently representative, and to that extent agreements arrived at may not find general acceptance, and may lead to a tendency to settle issues outside the Joint Consultative Bodies through pressure groups and resort to unhealthy practices.

8. We are, therefore, in agreement, in principle, with the recommendation of Study Team (N) that employees' representation on the consultative bodies should be through election. In fact, in our report on the Public Sector Undertakings, we had mentioned how rivalries between unions were at the root of most of the labour troubles. We recommended therein that "Labour Councils with a prescribed number of members should be formed for conducting negotiations with the management on labour matters. The members of the Council should be elected once in two years by all the workers, each of them having one vote". This principle should apply to the Joint Consultative Bodies at the lowest level. The employees' representatives on the Joint Consultative Bodies at the lowest level—regional or departmental as the case may be—should directly be elected by the employees. For the bodies at the higher level the representatives should be chosen through indirect election. In this connection we considered the question whether outsiders, who are generally associated with particular political

parties, should be allowed to function as representatives of Government employees in the Joint Consultative Bodies and concluded that they should not be allowed to so function. In arriving at this conclusion, we have been guided by the following considerations. The pattern of parliamentary government that we have accepted is one that enables any political party to form a Ministry by winning a majority of seats. Political parties have different ideologies and programmes. With the change of Ministries, the policies and programmes are, therefore, likely to change. This party system of Government can work well only if the Government servants who have to execute the policies keep away from political parties. The non-attachment to any political party is necessary not only for the top Government officers, but also for all categories of Government servants because all of them take part in the execution of Government policies. It, therefore, follows that Government servants should have no alliance with political parties. If a Government servant aligns himself with a political ideology and policies differing from those of the Ministry, conflict will be inherent in the situation. Such conflicts should be avoided in order to ensure the smooth working of the party system of Government. We, therefore, feel that it is necessary that no person who is not serving under the Government should be eligible for election to the Joint Consultative Bodies.

Recommendation :

47

We recommend that :

- (1) **The employees' representatives in the Joint Consultative Bodies at the lowest levels—regional or departmental as the case may be—should be directly elected by the employees. For the bodies at the higher level or levels, the representatives should be chosen through indirect election.**
- (2) **No person who is not serving under Government should be eligible for election to the Joint Consultative Bodies.**

DEMONSTRATIONS

The Calcutta High Court has recently held that a Gherao, which is a physical blockade of a place or a person or persons, "becomes an offence when it is accompanied by a wrongful restraint or confinement or accompanied by an assault, criminal trespass, mischief to person or property, unlawful assembly and various other criminal offences used as a coercive measure". Noisy demonstrations have taken place in offices, court rooms, or public places, and these assume the character of 'public nuisance' some of which may conceivably be punishable as offences under the Indian Penal Code or under the various Police Acts. Public property has been damaged by acts which come within the definition of 'mischief' under the Indian Penal Code and therefore punishable under the Code. However, it may not be

possible or easy to deal with demonstrations, which disrupt the even tenor of work in Government offices, as instances of 'public nuisance' as defined in the Indian Penal Code. Even some of the so-called non-violent demonstrations in Government offices which are *prima facie* non-violent do result in the distraction of attention of those working therein to the detriment of public work. In fact, the aim of such demonstrations is to distract attention. And they also undermine discipline. It would, therefore, be necessary to deal with such demonstrations as examples of improper conduct, liable to punishment, by a court of law. We recommend for this purpose suitable legislation may be passed declaring such demonstrations to be offences for which punishment can be imposed as on acts of public nuisance.

Recommendation :

48

We recommend that a legislation may be passed declaring demonstration inside public offices, leading to disruption of orderly and peaceful work, as an offence for which punishment can be imposed as on acts of public nuisance.

DISCIPLINARY PROCEDURES

10. The Study Team (N) has drawn attention to the fact that very often officers dealing with disciplinary cases are not well versed in the rules and procedural requirements, with the result that the cases are not properly handled and end in failure. The remedy for this lies in entrusting enquiries to officials, who are given adequate training in the methods of recording evidence and generally conducting proceedings. All supervisory staff should, therefore, be given a general training in disciplinary procedure. Further, the task of conducting departmental enquiries in important cases should be entrusted only to those who have been selected for, and have received a more intensive training. We, therefore, recommend that, where the volume of work in connection with the departmental enquiries justifies the appointment of a separate officer for a department or a group of offices or for a region, a separate, whole-time officer fully trained for conducting disciplinary proceedings may be appointed.

Recommendation :

49

We recommend that, where the volume of work in connection with the departmental enquiries justifies the appointment of a separate officer for a department, or a group of offices, or for a region, a separate, whole-time officer fully trained for conducting disciplinary proceedings may be appointed.

11. The officers, holding disciplinary enquiries have at present no powers to compel attendance of witnesses or production of documents, or to examine

witnesses on oath etc. These are very essential for expeditious disposal of departmental enquiries. We, therefore, recommend that these powers should be vested in these officers.

Recommendation :

50

We recommend, that powers to compel attendance of witnesses or production of documents or to examine the witnesses on oath etc., should be vested in the officers holding disciplinary enquiries.

12. The Study Team (N) has recommended the deletion of the item "withholding of promotions" from the list of penalties, as it is not really useful, because promotion is to be made on the basis of the evaluation of the records of the official. The fact, that his conduct has come to adverse notice in a disciplinary proceeding, is itself sufficient to warrant the postponement of his promotion. Further, promotion is an event which is dependent on many contingencies such as the availability of vacancy, etc. A person may not be in the field for promotion at all, at the time, when a disciplinary case is instituted, and it may not be desirable to impose, as a penalty, withholding of promotion which is tantamount to condemning an employee in advance by a few years, or which may not be effective as a punishment at all, as the official may not be eligible for promotion on other grounds. We are in agreement with this view.

Recommendation :

51

We recommend that the item "withholding of promotions" may be deleted from the list of penalties which can be imposed in departmental disciplinary proceedings.

Suspension

13. Officials remain, at present, under suspension for considerably long periods, because of the delays in the decision of their cases. Instructions exist that, as far as possible, investigation in disciplinary cases should be completed and a charge-sheet filed in the court of law in cases of prosecution or the memorandum of charges served in the case of departmental proceedings, within a period of six months; if cases are likely to be delayed, the question of revocation of the suspension order should be examined. These instructions have not been followed in very many cases, and this indicates a lack of a sense of urgency among those handling the cases.

14. We recommend that no person should ordinarily be kept under suspension for a period of more than three months except in cases pending in

the courts. If reinstatement of the officials is considered to be fraught with risk of the evidence of the departmental case being tampered with or the departmental proceedings being hampered, the official should be transferred to any other place where no such risk exists. Approval of a higher authority should be obtained for keeping officials under suspension beyond a period of three months.

Recommendation :

52

We recommend that no person should ordinarily be kept under suspension for a period of more than three months except in the cases pending in the courts.

15. Disciplinary matters such as those arising from insubordination, contempt and unbecoming conduct, including intimidation, or threat of violence, should be dealt with at the initial stage itself by summary action on the part of the immediate superior. Provision for summary disposal of disciplinary cases of such nature does not exist now; it should be introduced. Without resorting to an elaborate procedure such as is prescribed in the rules for disciplinary proceedings, the competent authority should be empowered to impose summary punishments, e.g., the imposition of a small fine not exceeding a couple of days' salary, forfeiture of a couple of days' leave, with or without suspension, and curtailment of some minor privilege. A suitable procedure should be devised by Government for such summary disposal. A note of such punishment need not be made in the annual report unless there is a repetition of the offence. Appeals against such summary punishment may also be disposed of by the next higher authority.

16. Further, as suggested by the Study Team (N), a supervisory officer should be empowered to suspend a subordinate officer working under him where it is necessary to do so in circumstances disclosing gross dereliction of duty. Not all supervisory officers possess power. The order of suspension should, however, be subject to review, within a short time, by the next higher authority.

Recommendation :

53

We recommend that :

- (1) **Provision should be made in the rules for summary disposal of disciplinary cases in respect of misdemeanour or other irregular acts arising from insubordination, contempt and unbecoming conduct including intimidation or threat of violence.**

- (2) All supervisory officers should be empowered to suspend a subordinate officer in circumstances disclosing gross dereliction of duty, subject, however, to a review of the order of suspension, within a short time, by the next higher authority.

Provision for appeals and Civil Service Tribunals

17. A Government servant can appeal against the orders of a disciplinary authority to the next higher authority. Both these authorities are, except in the case of Class I officers, a part of the same administrative hierarchy. In the case of Class I officers, disciplinary action can be taken only after consultation with the Union Public Service Commission or the State Public Service Commission, as the case may be.

18. Government employees have been asking for the setting up of Tribunals to enquire into their grievances relating to disciplinary actions, promotion, confirmation, etc. Government, on the other hand, has generally considered the present procedure for dealing with disciplinary cases as adequate.

19. The Study Team on Administrative Tribunals has, after a careful consideration of the matter, come to the conclusion that matters relating to confirmation, promotion and disciplinary action in minor cases do not call for extra-administrative review, because such intervention is likely to seriously affect discipline and morale. The Team has, however, suggested the setting up of Civil Services Tribunals to act as final appellate authorities in respect of orders inflicting the major punishments of dismissal, removal from service and reduction in rank. The aggrieved person will have a right of first appeal to a departmental authority, except in a case where the order of punishment is passed by the President or the Governor. The Civil Service Tribunal will hear appeals against the first appellate order as well as against the punishment order passed by the President or the Governor, as the case may be. When the Tribunals are established, it would be unnecessary, in the latter type of cases, to consult the Public Service Commission before an order inflicting a major punishment is passed.

20. The Team has suggested that the Tribunal should be headed by a judicial officer and include an eminent member of the public having experience of administration, and a senior officer of the Government. There should be one Tribunal at the Centre having jurisdiction over all all-India Service officers and the Central Government employees in Delhi as well as all Central Class I employees serving outside Delhi. There should be a Tribunal for each State, or a part thereof, to hear appeals from all State Government employees as well as the Central Government employees, other than those in Class I stationed in the geographical area within the jurisdiction of the Tribunal. The Chairman of a Tribunal should be a person who is or has been a Judge of a High Court or is qualified to

be such a Judge. The Chairman and Members of the Tribunal should be appointed for a term of not less than five years. They should be appointed by the Central Government or the State Government concerned, in consultation with the Chief Justice of India or the Chief Justice of the High Court concerned, respectively. We are in general agreement with these suggestions, but consider that the number of Tribunals should be kept as small as possible by extending, where necessary, the jurisdiction of a Tribunal to more than one State by agreement between the States concerned.

Recommendation :

54

We recommend that :

- (1) Civil Service Tribunals should be set up to function as final appellate authorities in respect of orders inflicting major punishments of dismissal, removal from service and reduction in rank.
- (2) There should be one Tribunal at the Centre with jurisdiction over all all-India Service officers, all the Central-Government employees at Delhi as well as all Central Class I employees serving outside Delhi. There should be one Tribunal for each State or for a group of States to hear appeals from State Government employees as well as Central Government employees other than those in Class I stationed in the geographical area within the jurisdiction of the Tribunal.
- (3) Each Tribunal should be presided over by a person who is or has been a Judge of a High Court, or is qualified to be such a Judge. The Tribunal should include an eminent member of the public having experience of administration, and a senior officer of Government.
- (4) The Chairman and Members of the Tribunal at the Centre and in the States will be appointed in consultation with the Chief Justice of India, or the Chief Justice of the High Court concerned.
- (5) The person aggrieved by an order inflicting a major punishment will have the right of first appeal to a departmental authority except in a case where the order of punishment is passed by the President or the Governor. The Tribunals will hear appeals against the first appellate orders as well as the punishment order passed by the President or the Governor, as the case may be. When the Tribunals are established, the Public Service Commission need not be consulted before an order inflicting a major punishment is passed by the President or the Governor.

21. We would in this connection refer to the resort by Government servants to the provisions of Article 226 of the Constitution for filing writ applications in the High Courts in service matters. We wonder if the use of Article 226 in this manner could have been contemplated by the framers of the Constitution. In the wake of Independence, when the Constitution was being drafted, the curtailment of civil rights in the past and the arbitrary actions of the alien rulers were fresh in the minds of the Constitution makers. This led to their placing an emphasis on the protection of rights of the common man against arbitrary action of the Government. Provisions were accordingly made in the Constitution. However, the above provisions, which were meant to protect the citizen against the arbitrary use of power, are now increasingly being sought to be used as a means of settling through the Courts, questions relating to service matters. These questions do not involve any infringement by an arbitrary authority of the rights of a citizen, as such. They involve the regulation of service matters which should properly be the concern of the administration itself. There should be a finality to decisions of the administrative authorities at the highest level. When this position is disturbed, as has been done through resort to courts, an unhealthy spirit of litigiousness spreads itself among Government employees whose energies are diverted from their regular work to the pursuit of prolonged litigation in service matters. Further, the constant fight against Government leads to an atmosphere of indiscipline which is fatal to efficiency. The lack of finality of administrative decisions on matters like seniority, promotion, etc. caused by frequent challenges in courts by Government employees creates a sense of suspense and insecurity in the affected cadres or in the service as a whole and produces factions, cleavages, heart-burning and bickering among them and makes smooth and cordial functioning of the administration difficult.

22. We attach a statement, at the end of this chapter, showing the analysis of subjects on which writ petitions were filed by the Central Government employees against the Central Government in the High Courts for the three years—1964, 1965 and 1966. It would be seen from the statement that writ petitions have been filed on such matters as disciplinary cases, promotion and seniority, confirmation dismissal, suspension and termination of service, reversion to lower posts, fixation of pay and allowances, transfer and postings, pension and retirements, etc. It will be seen that out of the cases filed during these three years, 31% of the cases were decided, 28% being disallowed and only 3% allowed. It is well known that litigation especially in respect of cases in the High Courts is very costly and prolonged for considerable periods. The amount of expenditure incurred by Government servants for fighting their cases in courts by way of advocate fees, printing of documents and papers, travelling expenses etc. is so high that they and their families are put to considerable difficulties.

23. We have recommended the establishment of Civil Service Tribunals for hearing appeals from Government employees against major punishments.

With the establishment of such Tribunals, there should hardly be any occasion for reference to the courts in matters involving major punishments. These Tribunals, competently manned, will take into account all such matters as could possibly arise in references to the courts under Article 226 of the Constitution and pass orders accordingly. One can, therefore, reasonably expect that courts would be disinclined to interfere with the decisions of such Tribunals. As regards service matters like seniority and promotion, agencies independent of Government, viz., Public Service Commissions, are even now, to a large extent, available for ensuring that no injustice is done in regard to such matters. Promotions to higher categories are made, as a general rule, on the recommendations of the Departmental Promotion Committees presided over by Chairman or a Member of the Public Service Commission. Other matters like questions of seniority in important cases are decided after consultation with the Public Service Commissions. It may be so arranged that all cases of representation against supersession in promotions, fixation of seniority, etc., are decided only after consultation with the Public Service Commissions. This should remove any feeling that the decisions of Government have been arbitrary. Our recommendations regarding the methods and manner of appointment of Members and Chairman of the State and Union Public Service Commissions have been made with the object of inspiring confidence in their impartiality, ability and sense of independence in the discharge of their functions. The procedure suggested is similar to the procedure for appointment of Judges of High Courts and Supreme Court. We have also made recommendation that Government's decision on the exclusion of certain matters from the purview of consultation with the Public Service Commissions may be taken only after consulting them. We have also recommended that service rules framed by Government should be placed before the Legislature. All this would provide sufficient safeguards against arbitrary action of Government in service matters. Over and above these remedies, the interference of Courts may be unnecessary. But the Courts, under the provisions of Article 226 of the Constitution, have been invested with extraordinary jurisdiction, and we do not propose to recommend the modification of writ jurisdiction, however, desirable it may be from the administrative point of view. But we venture to hope that the Courts would hardly have occasion to interfere with the decisions of the Tribunals and the decisions taken by Government in consultation with the Public Service Commissions.

24. The Study Team (D) has referred to "... the lack of sense of duty displaced by a substantial number of Government servants, evidenced by late coming and early going, loitering during office hours, and idling at office desks". The Team has made some suggestions regarding the enforcement of punctuality by superior officers who should be pulled up if they permit laxity on the part of subordinates, regulation of the hours, during which the canteens in the office premises should be kept open, is also

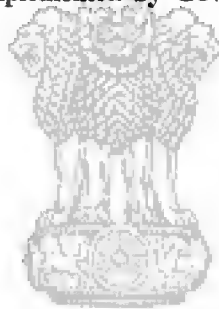
suggested. The practice of allowing games, whether indoor or outdoor, during lunch intervals, should be discontinued. The Team also refers to "the shabby physical condition of most Government offices". Fixing of responsibility for the proper maintenance of official premises and carrying out inspections to enforce this responsibility are suggested by the Team. Some detailed observations regarding maintenance are made.

25. We commend the Team's suggestions, which are contained in paragraphs 9.4 to 9.9 of Part II of the report of the Study Team (D), for consideration and implementation by Government.

Recommendation :

55

We recommend that the suggestions made in the report of the Study Team on the Machinery of Government of India and its Procedures of Work, Part II in paragraphs 9.4 to 9.9 relating to the enforcement of punctuality, the maintenance of the official premises, etc. may be considered and implemented by Government.



सत्यमेव जयते

Statement showing analysis of subjects on which writ Petitions were filed by Government Servants against the Government during the past 3 years.

Sl. No.	Brief subject dealing with the Writ Petitions filed	1964			1965			1966			Total		
		Dis- missed	Allowed	Pending	Dis- missed	Allowed	Pending	Dis- missed	Allowed	Pending	Dis- missed	Allowed	Pending
		3	4	5	6	7	8	9	10	11	12	13	14
1	2												
1.	Disciplinary cases	14	1	1	1	..	2	1	..	3	16	1	6
2.	Promotion and Seniority	14	3	5	5	..	28	2	..	19	21	3	52
3.	Confirmation	3	..	..	..	..	4	..	..	3	3	..	7
4.	Dismissal, Suspension and termination of Services	8	2	2	13	1	11	4	..	17	25	3	30
5.	Reversion to lower post	2	..	3	11	..	11	1	..	1	14	..	15
6.	Fixation of pay and allowances . . . .	..	1	3	3	..	8	2	..	3	5	1	14
7.	Pension & retirement	2	..	2	6	1	..	1	..	1	9	1	3
8.	Transfer and posting . . . .	..	..	..	1	..	6	3	..	2	4	..	8
9.	Miscellaneous	6	4	9	7	..	116	1	1	9	14	5	134
TOTAL		49	11	25	47	2	186	15	1	58	111	14	269

CHAPTER X

CONDITIONS OF SERVICE AND RELATED MATTERS

In this chapter, we deal with the following matters which could not be considered in any of the earlier chapters :

- (i) Working hours.
- (ii) Holidays.
- (iii) Overtime allowance.
- (iv) Retirement and Pensions.
- (v) Transfers.
- (vi) Medical care.
- (vii) Incentives and rewards.
- (viii) Residential accommodation for Government servants.
- (ix) Equal opportunity for employment under Government.
- (x) Methods of work and procedures.
- (xi) Proliferation of Personnel.

(i) WORKING HOURS

2. At present the normal working day in administrative offices of the Central Government is of seven hours' duration, with a break of half-an-hour. The actual timings of Central Government offices in New Delhi are staggered for convenience in transportation. Thus, the Secretariat offices work from 10.15 A.M. to 5.15 P.M. and the Attached Offices from 9.45 A.M. to 4.45 P.M. Every Sunday of the week and every second Saturday of the month are closed holidays. In operative offices like those of the Railways and Posts & Telegraphs, the working hours are adjusted to suit local conditions. Prior to the introduction of the practice of declaring the Second Saturday in the month as a holiday, the administrative offices worked only for half-a-day every Saturday. It has been represented that full working days on all Saturdays except one in the month are inconvenient, and prevent officials from attending to casual but urgent private affairs. It has further been suggested that the half-an-hour lunch interval is insufficient and encourages or forces officials to stay away from their desks longer than is their due for the purpose. We are inclined to agree with these views. We, therefore, recommend that administrative offices should observe working hours from 10 A.M. to 5.30 P.M. with a lunch break of 45 minutes on all working days, with every Saturday being half working day from 9. A.M. to 1 P.M. Sundays should be holidays as at present. Other offices should follow this general pattern with such alterations as may be required by local needs. These proposals will mean that over a period of one year the total working hours will be 1963 instead of 1950, which means an increase of

slightly more than one hour per month. This is only a marginal increase and is well worth the facility of a continuous holiday every week from Saturday afternoon to Monday morning.

Recommendation :

56

We recommend that administrative offices should observe working hours from 10 A.M. to 5.30 P.M. with a lunch break of 45 minutes on all working days and with every Saturday being half working day from 9 A.M. to 1 P.M. Sundays should be holidays as at present. Other offices should follow this general pattern with such alterations as may be required by local needs.

(ii) HOLIDAYS

3. At present, 16 holidays are declared in a year for Government offices. Of these, three, namely, Republic Day, Independence Day, and Gandhi Jayanthi are holidays of national importance. The remaining holidays have a religious significance. In addition to the 16 holidays, a Government servant can avail himself of two more holidays in a year out of the list of "restricted holidays" of a religious type. We think that the system of holidays that exists at present may appropriately be modified as follows :

- (a) It appears to be unnecessary to declare holidays on both Republic Day and Independence Day, since both of them have more or less similar significance. It may be noted in this connection that an extra holiday means an extra outlay of the order of Rs. 11 crores for the purpose of maintaining the level of output. We should, therefore, wherever possible, do without extra holidays when there is insufficient justification for them. We favour the removal of Independence Day from the list of holidays.
- (b) Though the system of restricted holidays was introduced to suit the convenience of small religious groups who would have to devote time to religious functions, it has in actual practice become a means for adding two extra holidays according to one's convenience. The facility is being used by even those sections of the staff who may not attach any religious significance to the day on which the holiday is availed of. On the other hand, additional work has devolved on the offices in maintaining a separate account of restricted holidays availed of by each official. The work involved in keeping track of the utilisation of the restricted holidays can well be dispensed with, by adding two days to the present twelve days casual leave and giving up the system of restricted religious holidays.

Recommendation :**57****We recommend that :**

- (1) There need not be a holiday on Independence Day.
- (2) The system of restricted religious holidays may be dispensed with by adding two more days to the present 12 days casual leave quantum.

(iii) OVERTIME ALLOWANCE

4. The system of payment of overtime allowance to various categories of personnel not till then entitled was introduced in 1961-62 in pursuance of a recommendation of the Second Pay Commission. At present the staff which is in receipt of pay below Rs. 500/- per month is entitled to the payment of overtime allowance at hourly rates for work done beyond the prescribed hours and on holidays. The Study Team (N) points out that the system has worked well in cases where the output can be precisely assessed in quantitative terms and where the minimum standard of performance has been laid down after work measurement. However, where no definite yardstick has been laid down for precise measurement of output, or wherein such precise measurement is not practicable, the extension of this facility has led to abuse. Work which should, and could have been done during the regular hours is postponed to the latter hours of the day or to holidays. The overtime expenditure in the Government of India has shown a steep and steady increase from about Rs. 8 crores in 1961-62 to about Rs. 23 crores in 1967-68. At the same time, the staff has also increased. Since extra staff is employed at least partly to cope with the increase in the work-load, we are unable to appreciate the justification for this large increase in overtime expenditure. Secondly, habitual overtime work is incompatible with staff welfare. On the one hand, it is urged that the working hours should be limited in the interests of the health of the employees while on the other, the longer hours resulting from overtime work are not discounted, as evidenced by the rising overtime bills in recent years. It appears to us that, while overtime working may, in some cases be unavoidable, staff welfare would require the compensation of the extra time spent on work by an equal period of rest and not through the payment of cash. In other words, overtime must be compensated in kind rather than in cash. We would, therefore, suggest the following concrete steps to check the abuse presently noticed in the system of overtime working :

- (a) The present provision for compensating an official with an off-day for the work done on a holiday is rarely resorted to and instead cash compensation is paid. The grant of an off-day to compensate for work on holidays or outside office hours should be adopted as a general rule. The time spent beyond the prescribed hours may be totalled up and each six hours

period of overtime working may earn an off-day. If the working on overtime is a regular feature in any office, a suitable increase in staff may be given if it is really required.

- (b) Where neither of the courses mentioned above is feasible, cash compensation may be paid at hourly rates, as at present, but such compensation should, in a week, be limited to an amount not exceeding one-twelfth of the monthly salary. Such payments should be resorted to only in exceptional cases. This will bring down the expenditure on overtime payment because, in any week, where no overtime working is resorted to, there will be no question of payment of overtime.

Recommendation :

58

We recommend that :

- (1) For overtime working, the time spent beyond the prescribed hours may be totalled up and for each six hours of overtime working, an off-day may be given. Suitable increase in staff, wherever justified for this purpose, may be provided.
- (2) Where the course suggested above is not feasible, cash compensation may be paid at hourly rates, as at present, but such compensation should, in a week, be limited to an amount not exceeding one-twelfth of the monthly salary. Such payments should be resorted to only in exceptional cases.

(iv) RETIREMENT AND PENSION

5. There should be a provision enabling civil servants to move out of Government service at a fairly early age, without losing the pensionary and other benefits for the period already served. In a large organisation there will be many who realise that their talents can be better utilised elsewhere. We recommend therefore that a civil servant may be allowed this facility after he has completed fifteen years of service, and given a proportionate pension and gratuity. While this provision should be applicable to the generality of civil servants, those among them who are superseded for promotion and who would like to quit the service for that reason, should be allowed to retire earlier than fifteen years. We suggest that in such cases retirement should be permitted with proportionate pension and gratuity after at least ten years' service.

Recommendation :

59

We recommend :

- (1) A civil servant may be allowed to retire voluntarily after he has completed fifteen years of service and given proportionate pension and gratuity.

- (2) Such government servants who may have been superseded may, however, be allowed to retire even earlier on similar terms if they have put in at least ten years' service.

6. The Central Government have proposed that Government servants belonging to the Class I and Class II categories could be retired in the public interest after the completion of 25 years of service or on the attainment of the age of 50 whichever is earlier, and Government servants could also have the option of retiring by giving 3 months notice. In the case of late entry into service at the age of 35 or above, this right of the Government and also of the Government servant would be exercisable after the Government servant has attained the age of 55 or completed 25 years of service whichever is earlier. The presumption of Government in the case of such retirements is that it is not in the interest of Government to retain the officers any longer in service.

7. We consider such a provision appropriate in the present context. But to allay any apprehension of misuse of this power it is necessary that periodically, say, every quarter or half year, the Head of the department concerned or of the Personnel Agency takes up for consideration the cases of Civil Servants to whom this rule would be made applicable and finalises in consultation with a Special Committee to be constituted for this purpose, the list of those to be served with a notice for compulsory retirement or given the option to retire on their own. In the case of those who will be included in this list on account of suspicion of corruption or doubt about their integrity, the views of the head of vigilance department should also be obtained. The special committee in respect of the Class I category may consist of the Cabinet Secretary, Secretary to the Central Personnel Agency and the concerned Secretary at the Centre. In the State the special committee may consist of the Chief Secretary, Home Secretary and concerned Secretary. Similarly, high power committees may be set up for the Class II category of officials.

Recommendation :

60

We recommend that in cases, where civil servants are retired for reasons of their unsuitability or inefficiency, etc., at the age of 50 or after the completion of 25 years, the list of such persons should be drawn up by a high-powered committee. For Class I civil servants, the committee may consist of the Cabinet Secretary, the concerned Secretary and the Secretary of Department of Personnel at the Centre, and the Chief Secretary, the Head of the Department and the concerned Secretary in the States. Similar committees should also be formed for Class II civil servants.

8. The present rules governing the quantum and other conditions of pension are the result of the recommendations of the Second Pay Commission. The change in the circumstances in the intervening decade justifies a liberalisation of these rules. At present temporary or officiating service under Government qualifies for pension in full only if the service is followed without interruption by confirmation in the same or another post. In view of the expansion of the activities of Government, many new organisations for new types of work are created on a temporary basis and employees may move from one temporary organisation to another. Thus there are cases where employees have continued in Government service on temporary basis for several years and may well retire from service as such. Such employees will not be entitled to pension.

Recommendation :

61

We recommend that if a temporary employee has continued in Government service, without a break, for ten years or more, all such service, whether followed by confirmation or not, should count for pension and gratuity on the same scale as admissible to permanent Government employees.

9. A steady erosion in the purchasing power of money coupled with the incidence of taxation has made the present scale of pension far too inadequate. Pension is now calculated on the basis of 3/8th of the average emoluments of the last three years of service, with a ceiling of Rs. 675/- per month. This quantum as well as the ceiling fixed are out of tune with the present cost of living and the savings which a Government servant can effect during his career. The cost of living has shot up and correspondingly the possibilities of savings have gone down. The drop in wages on retirement is, in reality, much steeper than what the quantum of pension would indicate. This is because a pensioner is not entitled to the various welfare benefits which accrue to a serving civil servant. The most important among these are the subsidies that Government grants towards residential accommodation and medical treatment while in service. Government servants, specially those in the higher groups, are thus faced with a steep drop in emoluments after retirement and this at a time when their family liabilities are at their greatest.

10. In many foreign countries the terms of retirement are much more attractive and there is no steep fall in emoluments on retirement. As an item of welfare and in order to sustain the morale of the service, we recommend that the pensionary benefits be liberalised as follows :

- (a) The quantum of pension admissible may be raised to 3/6th of the average emoluments of the last three years of service, as against the existing 3/8th. The present ceiling should also be

raised to Rs. 1,000/- per mensem. The receipt of a death-cum-retirement gratuity should be made optional and any reduction in the quantum of pension on this account should be made only after the expiry of the first two years of retirement.

- (b) The restrictions which now operate on the acceptance of commercial and other employment by retired personnel during the period of two years after retirement may be removed, or approval of such appointments given as a matter of course. This should, however, be subject to the following condition :

If the salary received in the new employment together with the pension exceeds the last pay drawn under Government, the amount of pension will be withheld either in part or in full, as may be necessary, for the period for which the salary plus pension exceeds the last pay drawn under Government. Before each payment of pension the pensioner should give a certificate about the salary actually drawn by him, so that the quantum of pension to be withheld, if any, may be determined.

Recommendation :

62

We recommend that :

- (1) The quantum of pension admissible may be raised to 3/6th of the average emoluments of the last three years of service, as against the existing 3/8th. The present ceiling should also be raised to Rs. 1,000/- per mensem. The receipt of a death-cum-retirement gratuity should be made optional, and any reduction in the quantum of pension on this account should be made only after the expiry of the first two years of retirement.
- (2) The restrictions which now operate on the acceptance of commercial and other employment by retired personnel during a period of two years after retirement may be removed or approval of such appointments given as a matter of course. This should, however, be subject to the following condition :

If the salary received in the new employment, together with the pension, exceeds the last pay drawn, the pension will be withheld in part or in toto, as may be necessary.

(v) TRANSFERS

11. The system of periodic transfers has had a long history. We think that this has now become antiquated. The practice was devised long ago obviously with a view to preventing officials from acquiring personal influence with the people, of a kind that could be prejudicial to the ruling power. No one of any consequence was, therefore, allowed to stay in a particular station for longer than three or four years. We think that the situation has now

changed. It is no longer necessary for Government to be suspicious of its own employees. Secondly, frequent shifts in the present context interfere with development work, which needs continuous association and close identification on the part of the officer with the programmes that he is charged with and the community that he serves. This also gives him job satisfaction and sense of achievement. Detailed figures are not readily available of the money spent by Government in the States and at the Centre on the transfer of officials. An estimate made in respect of the Central Departments other than Defence and Railways shows that nearly Rs. 50 lakhs were spent in 1967-68 on this account. The number of employees to which this figure refers was about 1/10th of the whole Civil Service at the Centre and in the States. Therefore, the total expenditure may be of the order of Rs. 5 crores. We think that this expenditure is largely infructuous apart from the personal inconvenience which is caused to the concerned officials by transfers.

12. We feel that the policy regarding transfers has not so far been given the close attention it deserves and at present transfers are being made in a routine manner. We would, therefore, suggest that transfers should be guided by the following principles :

- (a) Where a post carries regulatory responsibilities, as happens in the case of the Police, Income-tax, Customs etc., periodic transfers should be the rule.
- (b) In posts involving activities connected with development and the management of programmes, continuance of officials in the same place should be the rule and transfer an exception. Exceptional cases would be where a promotion is involved, or where qualified personnel are needed for new programmes.
- (c) In the case of teachers and those engaged in research, there may be no need, generally, to effect transfers.
- (d) As far as the Class I categories involved in administration or management are concerned, the scheme of transfers should be determined by the need for the career development of individual officers.

(vi) MEDICAL CARE

13. The Government servants and their families are eligible for certain concessions on account of medical attendance and treatment. Under the Central Government Health Scheme the Government employees and their families located in Delhi get free treatment and attendance from the Central Government Health Scheme dispensaries and also at the Government hospitals. They are, of course, required to pay a small monthly contribution depending on their pay, but the benefits accruing to them are monetarily much in excess of their contribution. At other places where the C.G.H.S. is

not in force, the Government employees and their families are getting treatment from the authorised medical attendants attached to the Government hospitals. The cost of any medicine prescribed by the authorised medical attendant and not supplied free from the hospital and the cost of any special consultation and attendance fees or any special treatment given on the advice of the authorised medical attendant is reimbursed by Government. We have been informed of the misuse of these facilities. Investigations by the S.P.E. have revealed that bogus claims have been made on the basis of false medical reimbursement bills with or without the collusion of the authorised medical attendant. Under the Central Government Health Scheme available to the Government employees in Delhi there is no scope for such abuse. We recommend the existing reimbursement scheme should be abolished. In order to more effectively serve the government servants, we recommend the extension of the Contributory Health Scheme to all government servants. Meanwhile suitable monetary ceiling should be fixed for reimbursement of medical expenses.

Recommendation :

63

We recommend that the existing reimbursement scheme should be abolished. In order to more effectively serve the government servants, the Contributory Health Scheme should be extended to all government servants. Meanwhile a suitable monetary ceiling should be fixed for reimbursement of medical expenses.

(vii) INCENTIVES AND REWARDS

14. An important task in Government offices is to motivate the average employee to take more interest in his work. It has often been stated that there is a lack of feeling of involvement among the Government employees. We have suggested several measures elsewhere for amending the procedures for recruitment and promotion to higher posts. The amendments when implemented would provide opportunities to the most competent and would in themselves be powerful incentives. Here we consider a few suggestions for promoting a positive sense of participation of the employees in the goals of the organisation.

(i) The need to stimulate and sustain the enthusiasm of a group of employees by means of incentives does not seem to have been sufficiently recognised. If a group of employees engaged in specific tasks such as the construction of a building or road or installation of a telephone exchange, implementation of agricultural extension programmes, etc. according to or ahead of schedule, the achievement should be recognised by suitable awards such as a rolling cup or a shield. In individual cases commendatory certificates may be issued. Suitable entries appreciating the contribution of each employee of the group should also be made in his annual performance report.

(ii) Provision may be made for grant of advance increments, besides the cash award scheme now in force, for those who give valuable suggestions for rationalisation of work leading to economies or greater efficiency.

(iii) The system of grant of medals, that exists in the Police Service, should be extended to other Services in recognition of any exemplary or special achievement. Merit and commendatory certificates may also be granted in recognition of sustained, meritorious work or dedication to duty under trying conditions. These awards must be presneted at a formal departmental ceremony.

Recommendation :

64

We recommend that :

- (1) Incentives for timely completion of a specific project may be provided, through suitable awards such as a rolling cup or a shield. In individual cases commendatory certificates may be issued.
- (2) Cash awards or one or two advance increments may be given to those who give valuable suggestions for simplification of work which lead to economies in expenditure or otherwise increase efficiency.
- (3) Any exemplary or special achievement by an employee may be recognised by grant of medals as is practised at present in the Police Department.

(viii) RESIDENTIAL ACCOMMODATION FOR GOVERNMENT SERVANTS

15. The Study Team (N) has drawn attention to the lack of adequate and proper housing for Government employees. At present Government provides housing for a portion of its employees, and that, only in the metropolitan and other big cities. Though Government provides rent subsidies in many towns, the general shortage of accommodation mostly leaves the Government servant at the mercy of the private land-lords.

16. We consider that Government should accept, in principle, the need of providing reasonably good housing to all its employees. This is necessary not only as a minimum measure of welfare, but also to free the Government servant from any possible obligation to private land-lords. We are aware of the financial limitations on any large-scale house-building programme being undertaken immediately by Government. We would, therefore, suggest the use of the services of the existing Housing Boards and Improvement Trusts. The necessary financial assistance may be provided by Government or arranged through the Life Insurance Corporation, to enable the Housing Boards to undertake construction of houses specifically for renting them out to Government servants. Suitable schemes should be

drawn up for the big as well as small towns, wherever considerable number of Government servants are stationed.

Recommendation :

65

We recommend that Government should accept, in principle, the need to provide reasonably good accommodation to all its employees. As an immediate measure, Housing Boards should be encouraged to build houses and rent them out to Government servants. Necessary financial assistance may be provided by Government or arranged through the Life Insurance Corporation, for the Housing Boards, for this purpose.

(ix) EQUAL OPPORTUNITY FOR EMPLOYMENT UNDER GOVERNMENT

17. One of the results of the direct involvement of Government in social and economic development has been the enormous growth in the employment potential of the Civil Service sector. Employment opportunities under Government have widened at a much faster rate than in other sectors, so much so, that the Government happens to be, and will, in all likelihood, continue to be, the major employer of at least the educated sections of society. It is, therefore, necessary to ensure that opportunities for employment under it are made available on the basis of equality for all those who can answer to the requirements.

18. In this context, the recent rise in the employment of women under Government assumes importance. It is not unusual to find that both husband and wife being employed under Government. We think that such employment militates against social justice in the present state of large scale unemployment in the country. When both the husband and the wife—constituting as they do a single family—get into Government service, each such family occupies one extra job, which would otherwise have supported another family. The latter would probably be left without any means of subsistence in view of the general shortage of jobs all over the country. The family is, in our situation, an economic unit and full employment, which happens to be the aim of Government, would, in the present context, imply that at least each family should find suitable employment. This aim will be partly frustrated if both husband and wife find employment under Government, thus possibly depriving some other family of a similar opportunity.

19. We, therefore, feel that as far as the Government is concerned, employment opportunities should be restricted either to the husband or the wife. We venture to think that in the distressing milieu of mounting unemployment, the interests of the general public, no less than the overriding interests of social justice, demand that equality of opportunity in matters of public employment should be ensured as between one family and another before efforts are made to achieve such equality as between one citizen and

another. Restrictions are, therefore, justified and may be imposed on the employment of both husband and wife under Government.

20. Such restrictions are also justified from the purely administrative point of view. It has been brought to our notice that the presence of both husband and wife in the service creates difficulties in regard to their posting. More often than not, pressure is brought to bear on the administration in order to secure postings in the same station at home or, in a few instances, even abroad.

Recommendation :

66

We recommend that in view of the mounting unemployment in the country and of the pressing need to ensure in this distressing milieu, that at least each family should have some means of subsistence, it would be reasonable to impose restrictions on the employment of more than one member of a family, at least under Government. For this purpose, the family should be taken to mean only the husband and wife. Both the husband and wife should not be employed under Govt. at the same time. These provisions should apply to future entrants to Government service and will not apply to those who are already in service on the date on which they come into effect.

(x) METHODS OF WORK AND PROCEDURES

21. In view of the vast increase in the staff employed by Government, and also in view of the variety of tasks undertaken by it, the proper organisation of work and rational methods of carrying out the different types of work, have become extremely important. This underlines the need for a strong and competent organisation and methods wing in the administration. Though O&M work in the Government of India started about 15 years ago, we are of the view that it has not yet been put on a proper footing and has not been given the importance that it deserved.

22. We would emphasise here, the urgent need for evolving work norms for various posts in Government, especially at the Class III and Class IV levels which account for 98% of the Government personnel. Work at these levels is largely routine and repetitive and it should be easy to evolve suitable work standards and strictly adhere to them. Yet, this work has not been taken up on an appreciable scale, except for a small sector in the Railways and in the Posts & Telegraphs Departments. Evolving of such norms will result in a good deal of economy besides higher overall efficiency in the Departments. We, therefore, recommend that a target date for completing this work should be fixed for each Department and the resources of all units concerned with this work, namely, the O&M Units, the Staff Inspection Unit and the Department of Administrative Reforms should be pressed into service.

23. We understand that there have been, in the past, instances where some Ministries have been reluctant to subject their staff strength to a review by the Staff Inspection Unit. We would emphasise that there should be no exemption whatever, given to any Ministry or organisation in this matter. The strength of staff working in the Secretariats of the Union Public Service Commission and the Comptroller and Auditor General of India, as well as those in the Secretariats of the President, the Vice President and the Prime Minister, should also be reviewed by the Staff Inspection Unit.

24. An interesting suggestion was made before us for dealing with delays in Government offices. Notings on papers which are not disposed of within a prescribed time after receipt thereof, should be made in red ink. This will spotlight cases of delay in disposal and supervisory officers can take necessary action against those who have delayed papers without proper reason. At the same time, those who have to dispose of the papers will also be careful in avoiding delay. We commend this suggestion for the consideration of the Government.

25. Hearing public grievances and trying to remove them, as far as possible, is an important duty of the Administration. We suggest that, as a rule, complaint books should be kept in all offices, which have dealing with the public. The existence of the complaint book should be well notified in those offices and the public should be given every facility to enter their complaints in it. The head of the office should himself scrutinise this book from time to time and satisfy himself that action is being or has been taken to redress their grievances. He should also take adequate action against erring subordinates who have given rise to the grievances. Suggestions for procedural reforms may also be entered in the complaint book.

26. In our report on the Machinery of the Government of India and its Procedures of Work, we have suggested that the Department of Administrative Reforms should, among other items of work, engage itself in studies of administrative reforms, build up O&M expertise in Ministries/Departments, train the personnel of the O&M Units in modern techniques of measurement and give advice and guidance to those O&M units in effecting administrative improvements and reforms. We have also suggested that the existing O&M units in each of the Ministries/Departments should be reactivated.

27. Lastly, we wish to refer to an important, though seemingly a minor matter, which has been neglected and which has consequently affected the efficient working of the offices. The position regarding office manuals, Civil Service Regulations, Fundamental Rules, etc., and the circulars issued from time to time is most unsatisfactory. Many of them have long since gone out of print. Many of the offices do not even possess copies of the necessary manuals. We suggest that a competent body of persons from the administrative offices aided by experienced officers from the Audit

Department should be entrusted with the task of revising the regulations and getting them reprinted. This body should work under the O&M Organisation. These manuals and other books should be made available to all Government employees, who are required to apply them in their day-to-day work.

Recommendation :

67

We recommend that :

- (1) Work norms for various posts in Government, specially at Class III and Class IV levels should be evolved urgently. A target date for completing this work should be fixed for each Department and the resources of all units concerned with this aspect, namely, the O&M units, the Staff Inspection Unit and the Department of Administrative Reforms, should be pressed into service.
- (2) Staff strength of all organisations should be reviewed by the Staff Inspection Unit. There should be no exemption whatsoever, given to any Ministry or organisation in this matter.
- (3) With a view to spotlighting delays, noting on papers which are not disposed of within a prescribed time after receipt thereof, should be made in red ink.
- (4) A complaint book should, as a rule, be kept in all offices which have dealings with the public. The head of the office should himself scrutinise this book from time to time and satisfy himself that action is being taken or has been taken to redress the grievances.
- (5) The work of revising office manuals, Civil Service Regulations, Fundamental Rules, etc. should be taken up by the O&M organisation. A competent body of persons from the concerned administrative office aided by experienced officers from the Audit Department should be entrusted with this task.

(xi) PROLIFERATION OF PERSONNEL

28. We wish to revert to the problem of proliferation of personnel to which we referred in Chapter IV. The Study Team (P) has referred not only to the excess staff in the various departments but also to the redundancy of some organisations themselves. Though the Team refers to the Central Government, we think that its remarks would be applicable to the State Governments also.

29. The measures that we have suggested to activate work connected with O&M and SIU will, no doubt, check to some extent, the excess growth of staff. But we would like a review to be made of the organisations themselves for deciding whether they should continue at all, either in the present

or in the attenuated form. The first attack should be against organisations which have come into existence while their functions are being duplicated elsewhere. Such organisations should be abolished and simultaneously the staff should be pruned. At the same time, ineffective organisations which do not justify the expenditure incurred on them should be wound up. This is not a routine matter and will not admit of routine solutions. The Study Team (P) had recommended the setting up of a high-powered commission which should go into the redundancy or organisations and ineffective organisations.

30. While we are not convinced of the need for a high powered commission for this purpose, we would like the Government themselves to undertake a comprehensive review for locating organisations which are wholly or partially redundant or which, in fact, are ineffective. In this process, no doubt, staff will be rendered surplus. We do not, however, envisage any large scale retrenchment because opportunities for re-deployment should be available in the context of a growing administration and an expanding public sector. Should, however, retrenchment become necessary, Government should either have the determination to face the consequences or the willingness to carry the extra staff on the rolls, in a special central unit which should have the responsibility for their re-deployment. This job should be completed within a year. The creation of such a central unit will highlight the problem of excess staff and help in its solution.

31. We can appreciate that Government is likely to face resistance in this matter. At the same time, we are alarmed at the malignant proportions that proliferation has assumed and we have no doubt in our minds that the malaise calls for drastic surgery, lest the prognosis be grave.

32. Before we conclude, we would urge the adoption of a suitable motto by the Civil Service. Even now, several Departments of Government and some groups of civil servants have mottos of their own. There is, however, none which applies to the civil servants as a whole bringing out succinctly what should be the moving spirit behind the civil Service. This spirit should lead each individual civil servant to a right relationship and attitude towards the community at large. In our country, there has been in use, over thousands of years, a simple expression profound in significance, which epitomises all the virtues which an individual is expected to practice when in relationship with his environment. This expression, though incapable of exact translation into English, is well-understood by every Indian, because it is a part of our cultural tradition built over thousands of years. The expression is "Dharma". We can give no better advice to the civil servant than that he should act according to *dharma* and so we would recommend the adoption of the ancient saying धर्मो रक्षति रक्षितः (Dharmo rakshati rakshitah) which effectively brings out the idea that *Dharma* will protect those who themselves diligently uphold it.

CHAPTER XI

SUMMARY OF RECOMMENDATIONS

CHAPTER III—AN OUTLINE OF REFORM—NEED FOR SPECIALISATION

- 1 (1) The functions of Government have become greatly diversified. Wherever the numbers involved in a particular function are viable, the posts should be grouped into regularly constituted services.
(2) A functional field must be carved out for the IAS. This could consist of Land Revenue Administration, exercise of magisterial functions and regulatory work in the States in fields other than those looked after by other functional Services.
- 2 (1) All posts in a functional area whether in the field or at headquarters or in the Secretariat should be staffed by members of the corresponding functional services or by functional officers not encadred in a Service.
(2) There should be clearly defined schemes for staffing the middle and higher levels in each functional area.
- 3 (1) Posts of (or equivalent to) Under Secretary or a Deputy Secretary in the Secretariat and the attached offices should be examined and classified as falling (i) within functional; or (ii) outside functional area.
(2) Posts of Under Secretary and its equivalent should be filled by officers of the corresponding functional Class I Services. Senior Class II officers, under the Centre as well as the States, in the functional area may also fill these posts. They should normally be employed on a tenure of three years.
(3) Posts of Deputy Secretary and its equivalent should be filled by officers of the corresponding functional Class I Service (all-India, Central and State) on a tenure, normally, of four years.
- 4 Posts of Under Secretary not falling in any functional area should be filled by the promotion of the relevant Secretariat and attached office personnel and not by officers of Class I Services, all-India, as well as Central.
- 5 (1) The posts at the level of Deputy Secretary or equivalent at the Central headquarters, which do not fall within a particular functional area, should be demarcated into eight areas of specialisms as follows :
 - (i) Economic Administration

- (ii) Industrial Administration
 - (iii) Agricultural and Rural Development Administration
 - (iv) Social and Educational Administration
 - (v) Personnel Administration
 - (vi) Financial Administration
 - (vii) Defence Administration and Internal Security
 - (viii) Planning.
- (2) Selection should be made from among all Class I officers to man these posts.. After 8 and within 12 years of service rendered in a functional area, every Class I officer directly recruited to a Class I post—all-India or Central—should be eligible for the selection.. Promotees to Class I should be eligible for selection if they have spent a minimum period of five years in Class I and have not completed 8 years therein.
- (3) Selection will be made by a committee consisting of the Chairman, UPSC, and two senior Secretaries on the basis of a written test, an interview and an assessment of the previous records.
- (4) After selection and before being appointed to the post of Deputy Secretary or equivalent at the Centre, they should undergo a period of training described in Chapter VII.
- (5) The tenure of appointment for these Deputy Secretaries should be six years excluding the period spent under training.
- 6 (1) Senior management posts in functional areas should be filled by members of the respective functional Services.
- (2) Senior management posts outside the functional areas should be filled by officers who have had experience as members of the policy and management pool in one of the eight specialisms. They should have completed not less than seventeen years of service.
- (3) The selection for senior management posts in the functional areas as well as outside the functional areas will be made by a committee consisting of the Cabinet Secretary, the Secretary of the Department of Personnel, and one of the senior Secretaries. There should be no fixed tenure in senior management posts.
- 7 The Department of Personnel should be responsible for working out the detailed implications of our recommendations for staffing the higher posts in administration.

CHAPTER IV

UNIFIED GRADING STRUCTURE—ITS IMPORTANCE TO PERSONNEL MANAGEMENT

- 8 (1) The posts in the Civil Service should be grouped into grades so that all those which call for similar qualifications and similar

difficulties and responsibilities are grouped in the same grade. The number of such grades may be between 20 and 25.

- (2) All the Class I posts may be evaluated and assigned to, say, 9 common pay scales, an illustrative chart of which is attached at the end of this chapter. These nine grades or pay scales may be divided into three levels, namely, junior, middle and senior. The progress of an officer of an established Class I Service among the grades within each level should be on the basis of proved performance. Promotions from the junior to the middle level and from the middle to the senior level should be by selection.

- (3) The Department of Personnel should undertake urgently a detailed study for the purpose of determining the grades as well as the posts to which they should be attached. . . .

- 9 After all Class I posts under the Centre and those to be manned by the all-India Services in the States have been evaluated and allotted to the various grades, other posts at the Centre as well as in the States be taken up for examination and the entire Civil Service brought into a frame work of 20 to 25 grades.

CHAPTER V

RECRUITMENT POLICY

- 10 (1) For all Services advance projections should be made of the requirements of personnel for five years at a time. Mid-term appraisal also should be made if circumstances warrant it and necessary correctives made on the basis of the appraisal.
- (2) Such projections should be made by cadre management committees which should be constituted in the manner described in para 5.
- 11 (1) The recruitment to Class I Engineering posts should, as far as possible, be made only through competitive examination, and the selection after a simple interview should be restricted to cases where some prior experience or special qualifications other than the basic degree are required or where new projects are to be undertaken at short notice.
- (2) For the Indian Administrative Service/Indian Foreign Service and other non-technical Class I Services, recruitment should be made only through a single competitive examination, it being left to the candidates to express their order of preference for the different Services.
- 12 The subjects to be offered at the combined competitive examination for non-technical Services may include Engineering subjects as well as subjects relevant to a medical degree.

- 13 A committee should be set up to go into the questions of devising speedier methods of recruitment, in general, of bringing down the proportion of candidates to posts, of reducing the expenditure on publicity, and of revising the syllabus of the examinations for the higher Services.
- 14 (1) The upper age limit for entrance to the competitive examinations may be raised to 26.
- (2) The total number of chances a candidate can take for the technical as well as the non-technical Services (both inclusive) should be restricted to two.
- 15 (1) A special competitive examination for non-technical Class I Services may be held for first class graduates who have an aggregate of not less than 60 per cent marks either at the first degree or the Master's degree.
- (2) The examination should consist of a written test of a non-academic type followed by an oral test conducted by a screening board. Final selection should be made by the U.P.S.C. The screening board should be presided over by a Member of the UPSC and have at least three other members one of whom should be a psychologist with experience of personnel testing techniques. The other members may be civil servants (retired or in service) or reputed men belonging to the learned professions.
- (3) This method should be adopted initially only on a small scale and on an experimental basis. It should be restricted to the selection of candidates for 10 per cent of available vacancies. After the method has been tried for three years, a review should be made of its working. If the review shows that the method has produced satisfactory results, its scope may further be expanded. Otherwise, it may be modified or even discontinued.
- 16 In order to provide greater opportunities for the advancement of talented persons who are not already in Class I.—
- (a) the quota of vacancies in Class I to be filled by promotion may be increased upto a maximum of 40 per cent where the existing quota falls short of that percentage;
- (b) Every one who has completed 6 years of service in Government and is less than 35 years of age may be given one and only one chance to sit for the open competitive examination for Class I non-technical services, irrespective of the chances already taken, provided that he fulfils conditions relating to educational qualifications.

- 17 Provision should be made for appointment to technical posts at the senior levels of persons of proved competence from universities and industrial and commercial concerns, etc., if the capabilities and expertise possessed by them are needed and are not available within the ranks of the Civil Service. Care should be taken to regulate the seniority of the lateral entrant on the criteria described in para 19. This assessment, as well as the selection should be made by a committee presided over by the Chairman of the UPSC.
- 18 (1) Direct recruitment to Class II posts of Section Officers may be stopped and these posts may be filled by promotion of Assistants whose direct recruitment, however, will continue.
- (2) Direct recruitment to Class II posts whose incumbents perform duties similar to those allotted to Junior Class I officers may be abolished. Such posts may be filled entirely by promotion.
- 19 For recruitment to Clerical and repetitive jobs not calling for any special skill, simple objective tests may be devised and adopted in place of the essay type of examination or where no examinations are held at present.
- 20 There should be a provision for recruiting from the personnel of the State Governments for Central posts in organisations like the Secretariat, and the Departments of Agriculture and Education, etc.

CHAPTER VI

RECRUITING AGENCIES

- 21 (1) In making appointments to a State Public Service Commission, the Governor should consult the Chairman of the Union Public Service Commission and the Chairman of the State Public Service Commission. (The latter may be consulted also with regard to the appointment of his own successor).
- (2) In making appointments to the Union Public Service Commission, the Chairman of the Union Public Service Commission should be consulted (even with regard to the appointment of his own successor).
- (3) Not less than two-thirds of the membership of the Union Public Service Commission should be drawn from among the Chairmen and Members of the State Public Service Commissions.
- (4) At least one of the Members of a State Public Service Commission should belong to a different State.
- (5) The minimum academic qualification for membership of a Commission should be a university degree.

- (6) A Member selected from among Government officers should have held office under a State Government or the Central Government for at least ten years, and should have occupied the position of a head of department or Secretary to Government in a State, or a post of equivalent rank under the Central Government, or a comparable position in an institution of higher education.
 - (7) Members selected from non-officials should have practised at least for ten years in any of the recognised professions like Teaching, Law, Medicine, Engineering, Science, Technology, Accountancy or Administration.
- 22 Government's decisions on the exclusion of certain matters from the purview of consultation with Public Service Commissions should be taken after consulting the Commissions.
- 23 (1) Wherever possible, different departmental authorities should pool their requirements of non-technical Class III and Class IV personnel who are directly to be recruited, and make a joint recruitment.
- (2) Recruitment Boards should be constituted for technical appointments in Class III and Class IV and should consist of senior officers representing the Department concerned, as well as some other technical Department.
- 24 (1) The UPSC should be associated with the selection of personnel to, and their promotion within the quasi-Government bodies entirely or substantially financed by Government.
- (2) In the case of smaller organisations, the function of the UPSC should be to approve the regulations governing recruitment and promotion, including the constitution of Selection Boards and promotion Committees.
- (3) In the case of bigger organisations like the CSIR, however, only broad personnel policies need be framed in consultation with the Commission, the details of selection and promotion being left to the organisation itself.
- (4) In all cases, the UPSC should develop an adequate system of reporting and inspection to ensure that at least minimum standards are observed in selection and promotion. The Commission may recommend, at their discretion, the annulment of selections and promotions falling short of such minimum standards.
- (5) Comments, if any, by the UPSC on the working of these arrangements should be incorporated in its annual report to be placed before Parliament.

- (6) Powers similar to those proposed for the UPSC, should vest in the State PSCs vis-a-vis quasi-government institutions which are either entirely or substantially financed by the State Governments.
- 25 (1) The staffing of the Secretariat of the Commissions should become diversified and should aim to include persons with wide experience in education, scientific fields and practical consideration.
- (2) Research cells should be set up in the Public Service Commissions to assess the effectiveness of recruitment by follow-up studies and to analyse trends in the skill market and in the educational sphere and to provide data for determining the recruitment policies.

CHAPTER VII

TRAINING

- 26 Government should, with the assistance of experienced administrators and experts in training techniques, formulate a clear-cut and far sighted national policy on civil service training, setting out objectives and priorities and guidelines for preparation of training plans.
- 27 The Central Training Division should be located in the new Department of Personnel. The Division should have the following main functions :
- Leadership :
- promote, coordinate and facilitate training
 - formulate policies, regulations and procedures on training and oversee their implementation
 - advise Ministries and Departments on :
 - determination of training needs instructional techniques evaluation of training programmes.
- Services :
- arrange for courses in subjects such as management that are a common need
 - arrange for training overseas
 - arrange for preparation of training materials and research on different training methods
 - train training coordinators.
- 28 Each Ministry or Department, having a sizeable programme of training, should have a separate training cell, located in its

Chief Personnel Office. It should be manned by a Training Coordinator on a full or a part-time basis, as appropriate, and a few staff aides.

- 29 (1) The scope of the foundational course at present given by the National Academy of Administration should be extended to cover also technical Class I Central Services and all all-India Services.
- (2) The content of the foundational course should be suitably revised to improve its usefulness and lay added emphasis on building proper values and attitudes among the trainees and inculcating in them a sense of dedication to duty and service orientation. The need to abstain from intoxicating drinks should be emphasised.
- (3) Every trainee should live in a village at least for a fortnight to acquaint himself with rural life and conditions.
- (4) The Government should set up a small committee of leading non-officials, experts and experienced civil servants to revise the scheme of the foundational training on the above lines.
- 30 (1) The post-foundational institutional training should be entrusted to a separate staff college for the IAS.
- (2) The National Academy of Administration should be responsible for the foundational course for Class I Central Services and all-India Services and for middle management training.
- (3) The Academy should be under the new Department of Personnel and its directing staff should be drawn from different Services.
- 31 The proposals for sandwich pattern of post-foundational institutional training for the IAS under the consideration of the Government, should be finalised and implemented early. Such a sandwich pattern of training should normally be followed in all programmes of probationary training of other Class I Services.
- 32 The compulsory training of horse riding for the IAS may be scrapped. Training in jeep driving and motor mechanics should be imparted when the Academy shifts to Delhi.
- 33 (1) The Central Government should evolve a common pattern of field training for IAS probationers, which may be adopted by the States with modifications suited to their local conditions. During their training in the States, the IAS probationers should be assigned to carefully chosen senior Collectors who are known for their interest in training and whose methods of work are considered worthy in emulation.

- (2) For Class I Services other than IAS, training institutions may be set up where they do not exist, if the number of trainees is large enough.
- 34 A refresher training course for Under Secretaries from the CSS Cadre and a 12 week training course for other Under Secretaries may be formulated.
- 35 (1) Training for middle-level management in the Secretariat (for Deputy Secretaries and other officers with equivalent status) should have the following three broad elements :
- (a) training in headquarters work;
 - (b) special courses in each of the eight broad specialisms; and
 - (c) sub-area specialism training.
- (2) Training in policy and planning should be provided as a part of training for all specialisms.
- (3) The responsibility for arranging middle management training programmes should rest with the National Academy of Administration. The special courses in the eight specialisms should, as far as possible, be farmed out to professional organisations which have the needed expertise.
- 36 (1) Senior management education and preparation should be largely oriented towards policy-making, programme planning and review, and problem solving. It should be divided into two parts : (A) A general study and orientation supplemented by group discussions, seminars and syndicates; (B) Specific studies of a set of policy problems or a detailed study of the entire policy-making process in a segment or area of administrative activity.
- (2) Persons who are marked out for senior management should be attached to professional institutions for pursuing the programmes of advanced study. Part A of this programme may be arranged with the assistance of the Indian Institute of Public Administration; and Part B at other institutions like the Institutes of Management at Ahmedabad and Calcutta, Administrative Staff College, Hyderabad, the Institute of Economic Growth, etc., which specialise in the area which would be of interest to the official concerned.
- 37 A programme of refresher courses should be drawn up for each functional service group by the cadre administering authority with due regard to actual needs and the career development plans which are evolved.
- 38 A review should be made of existing facilities for training available for Class III and Class IV staff and of the actual training

needs, and a phased programme for improved training for these categories of personnel should be drawn up. Such training should aim at not only improving job skills but also developing proper attitudes towards the public.

- 39 The Central Training Division should arrange for appropriate research on various training methods and experimentation in techniques. It should also promote the development of training materials.

CHAPTER VIII PROMOTION POLICY

- 40 Departmental Promotion Committees should be constituted, wherever they do not exist now, for appraising the merits of the persons concerned for promotion. The Chairman of the Departmental Promotion Committee should be an officer at a sufficiently high level. One of the members of the Committee should be an officer from a Department not connected with the one in which promotions are considered.
- 41 (1) At the end of each year, the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out any special achievement of his. The resume should be submitted to the reporting officer and should form a part of the confidential record. In giving his own assessment, the reporting officer should duly take note of the resume and after making his own comments and assessment, submit the entire record to the next higher officer, namely, the reviewing officer. The reviewing officer should add his own comments, if any, and also do the grading.
- (2) The gradings in the confidential report should be reduced to three—(i) fit for promotion out of turn; (ii) fit for promotion; and (iii) not yet fit for promotion. There need be no such category as 'unfit for promotion'.
- (3) Only five to ten per cent of officials engaged in work of a similar nature and at the same level in any office or organisation should normally be graded 'fit for promotion out of turn'. This grading should be supported by a specific mention of the outstanding work.
- (4) There is no need to communicate adverse remarks to an official. In the event of any adverse remarks having been recorded, the reviewing officer should after discussing them with the reporting officer, and, if necessary, the officer reported upon, either confirm the remarks or suitably modify them, as the case may be.
- (5) The annual report may be called "Performance Report" instead of "Confidential Report".

- 42 (1) Half of the vacancies available for promotion of Class II officers to Class I, including all-India Services, may be filled by the existing method and the other half on the basis of an examination. Class II officers may be allowed to sit for this examination, provided that they have put in a prescribed minimum number of years of service say, five, and have not been graded as 'not yet fit for promotion'.
- (2) On the basis of the performance in the written examination, the candidates should be categorised as 'A', 'B' or 'C'. The candidates in category 'C' will be those who do not come up to the standard required; those in 'B' will be of the required standard and those in 'A' will be outstanding. The valuation should be strict and the persons placed in category 'A' should not, in general, exceed 10 per cent of the candidates who have come up to the required standard.
- (3) The performance of all the candidates in their jobs should also be categorised as 'A' or 'B'. A final list of officers divided into : समुच्चय से तैयार किया गया है
- Class I—those who have secured 'A' in the examination as well as in the performance gradings.
- Class II—those who have secured 'A' in one of the two gradings—examination or performance—and 'B' in the other.
- Class III—those who have secured 'B' in the examination as well as in the performance gradings.
- In each category, the officers should be listed in accordance with their seniority. Promotions should then be made in accordance with this list.
- (4) Each candidate will have only two chances for the examination. However, if due to an insufficient number of vacancies, a candidate who has secured a grading 'A' in the examination is not promoted to Class I, he should be allowed to carry forward that grading for the next, and only the next, promotion year.
- 43 In respect of promotion from Class III to Class II in cases where no examinations are now held and the area of selection is large enough, an examination of the type recommended by us for promotion to Class I from Class II may be introduced for the purpose of filling 50 per cent of the vacancies, the other 50 per cent being filled by the existing method.
- 44 (1) In the functional areas, promotions from one grade to another in the Junior and Middle levels, in the all-India and the Central

Class I Services, should be made a formally constituted Departmental Promotion Committee presided over by the Chairman or a Member of the Union Public Service Commission.

- (2) Selections to the posts of Deputy Secretaries in areas outside any particular functional area should be on the basis of the mid-career selection process given in Chapter III.**
- (3) Promotion from middle levels to the senior levels that is, the senior management in the functional area as well as outside the functional area, should be by a committee consisting of the Cabinet Secretary, the Secretary of the Department of Personnel and one of the senior Secretaries.**

CHAPTER IX

CONDUCT AND DISCIPLINE

Rules relating to the recruitment and other conditions of service of Government employees, serving the Union may continue to be made by the President in the exercise of his powers derived from the Constitution. The rules should, however, be placed before Parliament. Similar procedure should be adopted in the States also.

- (1) Every Government servant should before entering upon service sign a pledge that he will under no circumstances resort to strikes.**
- (2) The Essential Services Maintenance Act, 1968, authorising the Central Government to prohibit strikes in essential services and providing for penalties for persons participating in prohibited strikes or instigation and financing such strikes shall be adopted also by the State Governments.**
- (1) The employees' representatives in the Joint Consultative Bodies at the lowest levels—regional or departmental as the case may be—should be directly elected by the employees. For the bodies at the higher level or levels, the representatives should be chosen through indirect election.**
- (2) No person who is not serving under Government should be eligible for election to the Joint Consultative Bodies.**

A legislation may be passed declaring demonstrations inside public offices, leading to disruption of orderly and peaceful work, as an offence for which punishment can be imposed as on acts of public nuisance.

- 49 Where the volume of work in connection with the departmental enquiries justifies the appointment of a separate officer for a department, or a group of offices, or for a region, a separate, whole-time officer fully trained for conducting disciplinary proceedings may be appointed.
- 50 Powers to compel attendance of witnesses or production of documents or to examine the witnesses on oath, etc., should be vested in the officers holding disciplinary inquiries.
- 51 The item "withholding of promotions" may be deleted from the list of penalties which can be imposed in departmental disciplinary proceedings.
- 52 No person should ordinarily be kept under suspension for a period of more than three months except in the cases pending in the courts.
- 53 (1) Provision should be made in the rules for summary disposal of disciplinary cases in respect of misdemeanour or other irregular acts arising from insubordination, contempt, and unbecoming conduct including intimidation or threat of violence.
- (2) All supervisory officers should be empowered to suspend a subordinate officer in circumstances disclosing gross dereliction of duty, subject, however, to a review of the order of suspension, within a short time, by the next higher authority.
- 54 (1) Civil Service Tribunals should be set up to function as final appellate authorities in respect of orders inflicting major punishments of dismissal, removal from service and reduction in rank.
- (2) There should be one Tribunal at the Centre with jurisdiction over the all all-India Service officers, all the Central Government employees at Delhi as well as all Central Class I employees serving outside Delhi. There should be one Tribunal for each State or for a group of States to hear appeals from State Government employees as well as Central Government employees other than those in Class I stationed in the geographical area within the jurisdiction of the Tribunal.
- (3) Each Tribunal should be presided over by a person who is or has been a Judge of a High Court, or is qualified to be such a Judge. The Tribunal should include an eminent member of the public having experience of administration, and a senior officer of Government.
- (4) The Chairman and Members of the Tribunal at the Centre and in the States will be appointed in consultation with the Chief Justice of India, or the Chief Justice of the High Court concerned.

- (5) The person aggrieved by an order inflicting a major punishment will have the right of first appeal to a departmental authority except in a case where the order of punishment is passed by the President or the Governor. The Tribunals will hear appeals against the first appellate orders as well as the punishment order passed by the President or the Governor, as the case may be. When the Tribunals are established, the Public Service Commission need not be consulted before an order inflicting a major punishment is passed by the President or the Governor.
55. The suggestions made in the report of the Study Team on the Machinery of Government of India and its Procedures of Work Part II in paragraphs 9.4 to 9.9 relating to the enforcement of punctuality, the maintenance of the official premises, etc., may be considered and implemented by Government.

CHAPTER X

CONDITIONS OF SERVICE AND RELATED MATTERS

56. Administrative offices should observe working hours from 10 A.M. to 5.30 P.M. with a lunch break of 45 minutes on all working days and with every Saturday being half working day from 9 A.M. to 1 P.M. Sundays should be holidays as at present. Other Offices should follow this general pattern with such alterations as may be required by local needs.
57. (1) There need not be a holiday on Independence Day.
 (2) The system of restricted religious holidays may be dispensed with by adding two more days to the present 12 days casual leave quantum.
58. (1) For overtime working, the time spent beyond the prescribed hours may be totalled up and for each six hours of overtime working, an off-day may be given. Suitable increase in staff, wherever justified for this purpose, may be provided.
 (2) Where the course suggested above is not feasible, cash compensation may be paid at hourly rates, as at present, but such compensation should, in a week, be limited to an amount not exceeding one-twelfth of the monthly salary. Such payments should be resorted to only in exceptional cases.
59. (1) A civil servant may be allowed to retire voluntarily after he has completed fifteen years of service and given proportionate pension and gratuity.
 (2) Such government servants who may have been superseded may, however, be allowed to retire even earlier on similar terms if they have put in at least ten years' service.

- 60 In cases, where civil servants are retired for reasons of their unsuitability or inefficiency, etc., at the age of 50 or after the completion of 25 years, the list of such persons should be drawn up by a high powered committee. For Class I civil servants, the committee may consist of the Cabinet Secretary, the concerned Secretary and the Secretary of Department of Personnel at the Centre, and the Chief Secretary, the Head of the Department and the concerned Secretary, in the States. Similar committees should also be formed for Class II civil servants.
- 61 If a temporary employee has continued in Government service, without a break, for ten years or more, all such service, whether followed by confirmation or not, should count for pension and gratuity on the same scale as admissible to permanent Government employees.
- 62 (1) The quantum of pension admissible may be raised to $\frac{3}{6}$ th of the average emoluments of the last three years of service, as against the existing $\frac{3}{8}$ th. The present ceiling should also be raised to Rs. 1,000 per mensem. The receipt of a death-cum-retirement gratuity should be made optional, and any reduction in the quantum of pension on this account should be made only after the expiry of the first two years of retirement.
- (2) The restrictions which now operate on the acceptance of commercial and other employment by retired personnel during a period of two years after retirement may be removed or approval of such appointments given as a matter of course. This should however, be subject to the following condition :
- If the salary received in the new employment, together with the pension, exceeds the last pay drawn, the pension will be withheld in part or in toto, as may be necessary.
- 63 The existing medical reimbursement scheme should be abolished. In order to more effectively serve the government servants, the Contributory Health Scheme should be extended to all government servants. Meanwhile, suitable monetary ceiling should be fixed for reimbursement of medical expenses.
- 64 (1) Incentives for timely completion of a specific project may be provided through suitable awards such as rolling cup or a shield. In individual cases, commendatory certificates may be issued.
- (2) Cash awards or one or two advance increments may be given to those who give valuable suggestions for simplification of work which lead to economies in expenditure or otherwise increase efficiency.

- (3) Any exemplary or special achievement by an employee may be recognised by grant of medals as is practised at present in the Police Department.
- 65 Government should accept, in principle, the need to provide reasonably good accommodation to all its employees. As an immediate measure, Housing Boards should be encouraged to build houses and rent them out to Government servants. Necessary financial assistance may be provided by Government or arranged through the Life Insurance Corporation, for the Housing Boards, for this purpose.
- 66 In view of the mounting unemployment in the country and of the pressing need to ensure in this distressing milieu, that at least each family should have some means of subsistence, it would be reasonable to impose restrictions on the employment of more than one member of a family, at least under Government. For this purpose, the family should be taken to mean only the husband and wife. Both the husband and wife should not be employed under Government at the same time. These provisions should apply to future entrants to Government service and will not apply to those who are already in service on the date on which they come into effect.
- 67 (1) Work norms for various posts in Government, specially at Class III and Class IV levels, should be evolved urgently. A target date for completing this work should be fixed for each Department and the resources of all units concerned with this aspect, namely, the O&M units, the Staff Inspection Unit and the Department of Administrative Reforms, should be pressed into service.
- (2) Staff strength of all organisations should be reviewed by the Staff Inspection Unit. There should be no exception whatsoever, given to any Ministry or organisation in this matter.
- (3) With a view to spotlighting delays, noting on papers which are not disposed of within a prescribed time after receipt thereof, should be made in red ink.
- (4) A complaint book should, as a rule, be kept in all offices which have dealings with the public. The head of the office should himself scrutinise this book from time to time and satisfy himself that action is being taken or has been taken to redress the grievances.
- (5) The work of revising office manuals, Civil Service Regulations, Fundamental Rules, etc., should be taken up by the O&M organisation. A competent body of persons from the concerned

administrative office aided by experienced officers from the Audit Department should be entrusted with this task.

Sd : K. Hanumanthaiya
Chairman

Sd : H. V. Kamath*
Member

Sd : Debabrata Mookerjee
Member

Sd : T. N. Singh†
Member

Sd : V. Shankar**
Member

Sd : V. V. Chari,
Secretary.

New Delhi,
April 18, 1969.

* with a note of dissent and supplement.

† with a note of dissent.

** with a note.

NOTE OF DISSENT AND SUPPLEMENT
BY
SHRI H. V. KAMATH



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CHAPTER V

RECRUITMENT POLICY

Age-Limits and Number of Chances for Competitive Examinations

My colleagues have suggested that a candidate should not be allowed more than two chances at the I.A.S. etc., examination conducted by the Union Public Service Commission. I have discussed this matter with the Chairman of Union Public Service Commission and his considered view is that the present method by which the chances are sought to be restricted has been found to lead to a good deal of extra work in the scrutiny of applications in the Commission, and that such extra work is not commensurate with the advantages gained. Considering that my colleagues have recommended that the upper age limit be raised from 24 to 26, the concomitant condition of only two chances will only aggravate the present position. Personally, I think there would be no harm if a candidate is permitted to appear in the examination as often as he likes, subject only to the lower and upper age limits. I moreover think that the upper age limit should be 25 not 26.

2. In this connection it would not be out of place for me to state from personal knowledge that though a fairly large number of candidates for the I.C.S. in the 'twenties' and 'thirties' were successful at their second chance, quite a few, however, were selected at their third. Though I got in at the first attempt, and after seven years got out as I could not fit myself to the Procrustean bed of the Indian Civil Service, I am not prepared to say that those who were successful at their third chance were in any way less competent members of the service than those like me who had made the grade at the first chance itself, or those many others who had succeeded at their second attempt. I cannot, therefore, subscribe to the view that, if a candidate does not make it at his second chance latest, he is no good. It seems to me that, if it is left to the candidates themselves, most of them will get tired of sitting for the examination more than twice, and we should not grudge the few endowed with unusual patience and perseverance, one or two chances more for hitting the bull's-eye.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.

CHAPTER VI

RECRUITING AGENCIES

Age of Retirement of Members of State Public Service Commissions

I think that the age of retirement for Members of the State Public Service Commissions should be raised from 60 to 62. It may be noted that when the Constitution was framed, the Members of the Union Public Service Commission were, in this respect, placed on a par with the judges of the Supreme Court, while Members of State Public Service Commissions were placed on a par with the judges of the High Court. Some four years ago, the age of retirement of High Court Judges was raised by a Constitutional amendment from 60 to 62. It would, therefore, be in the fitness of things if the same rule is made applicable to Members of State Public Service Commissions. The present anomaly should be removed.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.



CHAPTER VI

RECRUITING AGENCIES

Conditions of Service of the Chairmen and Members of Public Service Commissions

In chapter VI—Recruiting Agencies—It has been stated that “the independence of the Public Service Commissions has been safeguarded by protecting the salaries and other conditions of service of the Chairman and other Members thereof”. Article 318 of the Constitution seeks to ensure that the “conditions of service of a member of a Public Service Commission shall not be varied to his disadvantage after his appointment”. More than 30 years ago the conditions of service of members were laid down in the Regulations notified by the Governor-General under Section 265 (b) of the Government of India Act, 1935. According to those Regulations the salary of the Chairman and Members of the Commission was Rs. 4,000 and Rs. 3,500 per month respectively. In 1950 an executive decision was taken that the salary of the Chairman and Members of the Union Public Service Commission should be reduced to Rs. 3,500 and Rs. 3,000 per month respectively, except for members of the I.C.S. and pre-1931 Government servants for whom an additional pay of Rs. 500 was allowed. Not even a formal amendment was made to the 1937 Regulations till 1964, though the reduced pay has been applicable to all Chairmen and Members appointed to the Commission since 1950. The Regulations to be framed under Article 318 of the Constitution are, I understand, still in their draft stage.

2. It will thus be seen that what the Constitution ensures is that the conditions of service of a member are not altered to his disadvantage after his appointment; but there is no effective constitutional safeguard against a wanton erosion of the conditions of service of the Chairman and Members of the Commission over a period of time. In the circumstances, therefore, I think that it would be desirable to regulate the conditions of service of the Chairman and Members of the Union Public Service Commission and the State Public Service Commissions by an Act of Parliament or of the State Legislature concerned.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.

CHAPTER VIII

PROMOTION POLICY

Right of Representation Against Adverse Remarks in Confidential Record

While agreeing with some of the changes that have been rightly recommended in the matter of writing Confidential Records (or Performance Record as suggested in the Report), I am unable to endorse the view of my colleagues that it would not be necessary to communicate an adverse remark to the employee concerned, who will then have a right of representation. I think the present practice is salutary and just, and should be continued. It would also be desirable, in the interest of morale, if an employee, who has done well during the year, is called by the Reporting Officer and given so to say, a pat on the back, and some cheery words of encouragement, even though the actual favourable remarks in the Confidential Records may not be communicated to him.

2. My colleagues are of the view that not a few Reporting Officers tend to be inhibited in writing down a correct and frank appraisal of the performance of an employee serving under them, because of the right of representation given to the latter in respect of adverse remarks. If this be true, it bodes ill for the future of administrative reform. The Reporting Officer will not be worthy of his position, if, despite the primacy of interests of an honest and efficient administration he is deterred by extraneous considerations from recording his view. It is needless for me to state in this context that, while his judgment may not be infallible, he should try his very best to make his assessment of performance and merit as objective as possible. It is true that in human affairs the subjective element cannot be entirely eliminated, but every endeavour should be made to minimise it. Moreover, services rendered outside the field of official duties, or the failure to render such services should not colour or prejudice the mind of the Reporting Officer.

3. My colleagues have recommended that wherever an adverse remark has been made by the Reporting Officer, the Reviewing Officer should discuss the matter with him, and also, if necessary, with the officer reported upon, before he decides to retain or modify the said remark. This suggestion is rather curious. The phrase "if necessary" leaves the matter to the discretion of the Reviewing Officer, and in practice it will mean that, more often than not, the discretion will not be used in favour of the employee reported upon, who will thus remain completely in the dark about what has been written about him. Secondly, I am afraid that where occasionally the Reviewing Officer is inclined to send for the officer reported upon, the procedure suggested will only result in the former orally communicating to the latter what has been written about him. He would then

be asked to go back to his seat, and there would be an end of the matter. I have no doubt that such a procedure in regard to this important matter would be detrimental to service morale.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.



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CHAPTER IX

CONDUCT AND DISCIPLINE

Powers of Civil Service Tribunals

I suggest that the Civil Service Tribunals which we have recommended should, besides hearing appeals against orders involving major punishments of removal, dismissal and reduction in rank, also be empowered to hear appeals in respect of other matters such as supersession, seniority lists, etc. This may also help to further ease the burden on the High Courts. Needless to say, the Tribunals must handle disciplinary cases effectively and speedily.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.



CHAPTER IX

CONDUCT AND DISCIPLINE

Acts to Regulate Recruitment and Conditions of Service

Article 309 of the Constitution empowers Parliament and State Legislatures to regulate the recruitment and conditions of service of persons appointed to public services and posts connected with the affairs of the Union or of any State. The present position is that in accordance with the proviso to Article 309, the President and Governors make rules regulating such matters. It is expressly provided that any rule so made shall have effect, subject to provisions of any Act passed by the Legislatures concerned. Neither Parliament nor any State Legislature has, however, exercised the power vested therein by Article 309 to pass a law on the subject, except in respect of the All-India Services.

2. I agree with the recommendation of the Study Team (N) that such laws should be passed by Parliament and State Legislatures. I am unable to subscribe to the view that an enactment would introduce an element of rigidity. An Act can be flexible and elastic depending upon the extent and content of delegated legislation. My colleagues think that it would be sufficient, if the rules made by the President and Governors are placed before the respective Legislatures. It has been my experience that the mass of Statutory Rules and Orders placed before Parliament from day to day, seldom arouses the interest or attention to Members of Parliament except for a very tiny minority. The position would obviously be different in the case of a Bill brought before the Legislatures. Apart from this practical advantage, I have no doubt that it is inherently desirable and necessary that recruitment and conditions of service be regulated by Acts of Parliament and State Legislatures. Rule-making powers under the Acts would be delegated to the Central Government and the State Governments.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.

CHAPTER IX

CONDUCT AND DISCIPLINE

Strikes and Preventive Machinery

I regret my inability to fully share the views of my colleagues in connection with the proposed blanket ban on agitations and strikes by Government employees. Such a ban would be justified only if we devise, as a pre-condition, an expeditious and efficient machinery for the timely redress of legitimate grievances and genuine hardships arising from conditions of work and living. We also have to remember that certain sectors of the public services such as Railways and Posts and Telegraphs are governed by the Industrial Disputes Act. It is moreover worthy of note that Article 33 of the Constitution provides that "Parliament may by law determine to what extent any of the rights conferred by this Part shall, in their application to the members of the Armed Forces or the Forces charged with the maintenance of public order, be restricted or abrogated so as to ensure the proper discharge of their duties and the maintenance of discipline among them." Only two categories of Government servants have been brought within the ambit of this Article. In any event, a Government employee participating in an illegal strike must be prepared to face the consequences of his action.

2. What we should aim at is the creation of such an atmosphere as would eliminate the possibility of such disputes arising at all, between Government as employer and its millions of employees. In this field, as in that of medicine, prevention is better than cure. My colleagues have expressed the view that the employee should regard himself and conduct himself as a model citizen, because of the position that he occupies. This could rightly be insisted upon only if the Government, which is not merely the largest but also the most important employer in the country, undertakes to behave as a model employer. That is the crux of the matter.

3. It has been suggested by my colleagues that a Government servant at the time of entering upon such service should sign a pledge that he will, under no circumstances, resort to strikes. Apart from the fact that the Conduct Rules are explicit on this point and, therefore, make such a declaration unnecessary, and otiose, I think that such a pledge could be rightly demanded only if Ministers who form the Government make, reciprocally, a declaration that they will not perpetrate injustice, they will treat every employee fairly and considerately, and also provide them with decent conditions of work and living.

4. I am of the view that Chapter IX, though it contains an extensive discourse on the issue of strikes and demonstrations by Government servants, does not deal substantially with the preventive aspects, that is to

say, an effective machinery for the prompt settlement of disputes and redress of grievances. As a matter of fact, in that chapter, the cart has been put before the horse. Government should arrange to set up a machinery, and work out an arrangement under which any unresolved issue would be automatically and compulsorily referred to arbitration, and any conflict of interpretation of an agreement would be resolved by the Supreme Court or High Court. It should also be made clear beyond doubt that the voice of Parliament and not the heavy hand of Government will be the supreme arbiter. Needless to say, such a machinery must be established by a statute of Parliament. Employees should also be free from the fear of subsequent victimization whenever they seek to settle their problems with the Government. All this, to my mind, forms an essential ingredient of a model Welfare State, which the Constitution through its provisions in Part III and Part IV seeks to establish. It is, moreover, indispensable to a just socio-economic order of which the Preamble speaks.

5. The Conference of Asian Labour Ministers held in New Delhi from January 28—31, 1969, had something pertinent to say on this subject. One of the important resolutions adopted at the Conference stated *inter alia* that :

“Government should encourage and, if necessary, undertake in co-operation with workers’ organisations, if they exist, education programmes to educate workers about their rights, duties and responsibilities.

In the case of essential industries and services, where it becomes absolutely necessary, in the interests of the community, to place restrictions on the right of employees to strike, machinery should be established for the prompt examination of the legitimate demands of workers and for their just and fair settlement.

To encourage voluntary arbitration and to facilitate its wider application, Voluntary Arbitration Promotion Boards may be set up”.

A similar approach should animate and vivify relations between Government as the biggest employer and its millions of employees all over the country.

6. This vital issue closely concerns society as a whole, no less than the health and efficiency of administration as well as the nearly ten million Government employees all over the country. Let me make one thing clear. I believe that rights, fundamental or otherwise, accrue or flow from the proper performance of duties in whatever sphere it may be, and this cardinal principle applies to every citizen including Government employees. There can be no rights without corresponding duties. Government should, however, remember that, barring exceptional individuals whose dedication to a cause drives them on despite heavy odds, the productivity of almost every other worker is intimately bound up with his

morale, which in its turn is largely a coefficient of his emoluments and his environmental conditions. Democracy without discipline will, it is true, result in chaos, but democracy and a soulless regimentation go ill together, and may degenerate into an effete dictatorship, if not worse.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.



CHAPTER X

CONDITIONS OF SERVICE AND RELATED MATTERS

Pay System

Wages and salaries constitute an important factor in every social organisation, not merely as a motivating force of employees, but also, with the exception of rare individuals who are driven by an inner urge to serve and, therefore, will work equally well for a high or low or even no salary, have an impact on the morale of workers, and to some extent condition their attitude to their employer. The quantum of pay as well as wide disparities in wages can affect the productivity of workers. In a socio-economic democracy which we are trying to build in our country, Government has a special obligation to treat its employees fairly in respect of the remuneration paid to them.

2. Nearly all conditions of service like pay, pension, working hours, holidays, leave, accommodation, welfare, promotion prospects, incentives, etc., involve big financial implications and nearly all of them impinge on morale, that intangible state of the collective mind of a group involved in a common task, which makes for smooth work, willing work, honest work, hard work and team work.

3. Until a few years ago the employment situation in our country was characterised by a surplus of applicants for Government jobs accompanied by a shortage of employment opportunities outside Government. Recent trends, however, indicate that this situation is bound to change as India's economy improves. The present pay system is not as rational and fair as it should be, considering the norms and standards of a society committed to democratic socialism. It is true enough that all the problems bedevilling the Administration are not due to the pay system, but it is undeniable that the system does little to alleviate the severity of some of these problems.

4. As we are not a Pay Commission, the determination of pay quanta is not, strictly, within our terms of reference; nor has the Commission been able to examine all conditions of service in great detail. There is, however, one important question, which should have, but which has not, been commented upon, and that is the disparity that exists between the maximum and minimum salaries.

5. An improved pay system is definitely needed. The Chairman of this Commission, Shri K. Hanumanthaiya, speaking at a conference on

Personnel Administration arranged by the Institute of Public Administration on March 5, 1968, said :—

“Another aspect of the problem concerns the wide gap between the lowest paid and the highest paid Government servants in India. In the case of white collar Central Government Servants, the ratio of the remuneration of the lowest to the highest paid employee is 1 : 15. On the other hand, the ratio is only 1 : 7 in the Federal Civil Service in the U.S.A. and 1 : 11 in the United Kingdom. There is no gainsaying the fact that this ratio in India needs to be rationalised.”

Anomalies in the pay structure

6. The principles of equal pay for equal work as well as of a living wage enshrined in the Constitution need to be firmly established within the Civil Service. There are anomalies in this matter within the Central Government, as between one State and another, and as between the States and the Centre. The foremost example would be the wide disparities in the salaries of Class IV staff in the different States and in the Central Government. These as well as other disparities are a constant source of discontent and heart burning at the present time. The anomalies should be removed, by a rational approach to the evaluation of different jobs on the basis of difficulty, responsibility and requirements of qualifications and experience. I am aware of the financial implication of this; but a start can be made immediately in this direction in consonance with the Directive Principles set out in the Constitution.

7. *Disparity between maximum and minimum* : The differences in emoluments between the lowest salaried worker in the Civil Service and the highest remains quite wide despite the narrowing down which has occurred during the last decade or so. In the Central Government, the Second Pay Commission (1957-59) had brought down the disparity ratio from 1 : 34 to 1 : 24. The indices taken here refer to the maximum of the lowest scale in the Civil Service (Class IV) including dearness allowance and the maximum salary admissible (post-tax). Since then, the maximum prescribed salary has gone up from Rs. 3,000 to Rs. 3,500 (non-ICS Secretaries to Central Government). At the same time the emoluments at the *maximum* of the lowest scale have also gone up from Rs. 95/- to Rs. 157/-. At the moment, the disparity ratio is 157 : 2422 (post-tax), that is about 1 : 15. This is not a bad achievement but it can and should be bettered.

8. I think that so far as Government employees are concerned, the ratio of minimum remuneration, that is to say, basic pay plus allowances at the lowest level of Class IV to the maximum of the highest in Class I (Post-tax) should be 1 : 10. If, however, the maximum is proportionately much higher today, a phased programme of levelling up, or levelling-up-

cum-levelling down should be launched so as to attain this objective within a decade at the latest. It cannot be too strongly emphasised that, when economic justice is denied to vast masses of people, political democracy will limp to its inevitable denouncement.

9. Incidentally it is a matter for considerable concern that the private sector, offering as it does much higher emoluments and perhaps freer conditions of service than the Government or the public sector, successfully lures some of the best talent into its fold. While I appreciate that in a mixed economy the private sector has as much right to attract top class skills and capabilities as Government and the public sector have, the emoluments that are paid to senior executives in the private sector have been the target of adverse criticism in many circles. It may be neither possible nor desirable to reduce salaries in the private sector so as to bring them absolutely on a par with those in the public sector or Government service, but there should be a rational commensurateness between them. It is a moot point whether a ceiling could or should be imposed on salaries in the private sector so that the glaring disparities between the salaries in private and public sectors might be narrowed. However, the imposition of such a ceiling by legislation may not achieve the desired results, because the private sector may in that eventuality offer perquisites on a liberal, even lavish scale, and thus nullify the purpose and effect of legislation.

10. The pay policy and pay structure in Government service, in public sector and private sector should be considered by Government in the wider context of the principles adumbrated in the Directive Principles of State Policy, *vide* Part IV of the Constitution, in order that the economic base of our democratic society may be strengthened. The formulation of a comprehensive National Incomes, Wages and Prices policy, and the erection of an equitable structure based thereon can be ignored only at grave peril to the nation.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.

CHAPTER X

CONDITIONS OF SERVICE AND RELATED MATTERS

Holiday on Independence Day

I am sorry I cannot agree with my colleagues that the holiday on Independence Day be abolished. As a matter of fact, it has got its own significance, tinged though it be with tragic memories of the blood-stained partition of our country. Moreover, it is well-known that a large number of Government employees are made to work the previous evening, and perhaps even a good part of the previous night too, in order to make preparations for the next morning's function, all over the country. Attendance of Government employees is also, I believe, compulsory at these functions on the morning of August 15, and I, therefore, do not think it would be proper to abolish the holiday on Independence Day, which should continue to be a National holiday as heretofore.



Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.

CHAPTER X

CONDITIONS OF SERVICE AND RELATED MATTERS

Amalgamation of Department of Administrative Reforms, Staff Inspection Unit and O. & M.

The Study Team (P) has recommended that the personnel in the present O. & M. organisation should be transferred to the Staff Inspection Unit for the task of evolving work standards in the shortest possible time and further that the Administrative Reforms Department and the Staff Inspection Unit should be amalgamated; that the State Governments should also set up a unified organisation for Administrative reforms and for the improvement of administrative efficiency.

I support this proposal.

Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.



CHAPTER X

CONDITIONS OF SERVICE AND RELATED MATTERS

Equal Opportunity for Employment under Government

We have recommended that "in view of the mounting unemployment in the country and of the pressing need to ensure in this distressing milieu that at least each family should have some means of subsistence, it would be reasonable to impose restrictions on the employment of more than one member of a family at least under the Government," and that therefore "both the husband and wife should not be employed under Government at the same time." There is, however, a related matter, rather an aspect of the matter, namely, the suitability or otherwise of women for certain kinds of jobs. In the vast workshop of this world there are some jobs for which women are, by nature, perhaps better fitted than men, particularly teaching, nursing, some kinds of office work, and certain jobs where a degree of patience and precision is called for. We were told about this last named feminine aptitude when we visited the Antibiotics Plant at Rishikesh and the H.M.T. Watch Factory in Bangalore. Conversely, there are jobs for which women are less fitted than men, such as executive and field jobs. Exceptional women there may be, and are, in God's creation, but in this matter as in many others we have to consider the generality of men and women, and make provision accordingly.

2. The late Sardar Vallabhbhai Patel, the first Home Minister of free India, said in the Provisional Parliament on March 1, 1950 :—

"..... In certain executive posts, there are natural difficulties, because in spite of the claim of equality, man cannot be woman and woman cannot be man."

These natural differences should be taken note of by Government in the matter of employment under it. In the case of those jobs for which women are better suited than men the proposed restriction on the employment of the wife simultaneously with the husband under Government may be relaxed. The Department of Personnel should examine, and identify the categories of jobs in respect of which such relaxation could be made.

Sd :

H. V. KAMATH

New Delhi,
April 16, 1969.

CHAPTER X

CONDITIONS OF SERVICE AND RELATED MATTERS

Temporary Employees

The problem of temporary employees has grown in proportion as more and more personnel have swelled the ranks of the civil services. While the differences which existed between the temporary and permanent categories, as regards certain service benefits, have been narrowed down as a result of the recommendations of the last two Pay Commissions, other problems arising out of seniority considerations and eligibility for promotion, etc., still remain. Often these problems place the temporary employees at a disadvantage which cannot be fully justified.

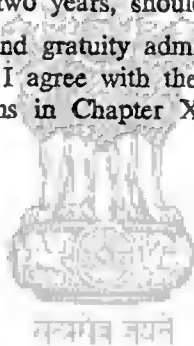
2. In established Departments attempts are made to declare as many posts as possible as permanent, and I understand that the upper limit for permanency is as much as 80 per cent. However, organisations which are themselves temporary present a problem of a serious nature as far as temporary employees are concerned. If all posts are temporary, then all the officers in the organisation are at par with one another, and considerations of seniority and eligibility for promotion present no complications. However, in an organisation where the posts are partly temporary and partly permanent, the temporary employees suffer from a serious handicap. In the first place, promotions to positions higher than the initial entry level are made only from among the permanent personnel by virtue of their ranking senior to all the temporary people, irrespective of their length of service. After such promotions, though the places vacated by the permanent officers are filled by temporary officers, the former continue to hold a lien on these posts often for long periods. There will be fewer permanent officers competing for a given number of higher posts, which consequently increases promotion prospects further in relation to the temporary personnel. This is an arrangement which is grossly inequitable and becomes a festering sore of grievance to the temporary staff. Such situations have arisen on a large scale, specially in Departments which are charged with developmental activities. Apart from this, temporary status has an adverse effect on the quality of recruits. Our Study Team (P) has pointed out that at the initial stage of recruitment a post is rarely advertised as permanent. It is classified either as 'temporary but likely to continue indefinitely', or as purely 'temporary'. Temporary posts of either kind are unlikely to attract competent candidates. Moreover, it is indubitable that temporary status has an adverse effect also on the quality of subsequent performance in service as well.

3. To remedy these defects, the Study Team suggests that the distinction that is now made between persons appointed to temporary posts which are likely to continue indefinitely and those appointed to permanent

posts, for purposes of seniority, etc., should be removed. They should form part of the stream in a service or group, the only exception in the case of officers who are not permanent being that if there is a reduction in the strength of a service or establishment, those who are not permanent would go first. As regards purely temporary posts, the Study Team recommends that except in those cases where an organisation or a post has been set up or created for performing a purely *ad hoc* function, any post which continues for more than one year, should be treated as permanent. I agree in principle with the views of our Study Team, but suggest, however, that the period may be two years, instead of one year. I therefore, recommend that—

- (a) for purpose of service benefits including seniority, eligibility for promotion, etc., there should be no distinction between persons appointed to posts likely to continue indefinitely and those appointed to permanent posts;
- (b) Except where an organisation or a post has been created for performing a purely *ad hoc* function, all posts which continue for more than two years, should be treated as *permanent*.

4. As regards pension and gratuity admissible to temporary employees on retirement from service, I agree with the recommendation made in the section dealing with pensions in Chapter X.



Sd :
H. V. KAMATH

New Delhi,
April 16, 1969.

NOTE BY SHRI V. SHANKAR



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NOTE BY SHRI V. SHANKAR

I regret I have to differ from my colleagues in certain respects; in certain other respects I have to claim their indulgence for some more free expression of individual as against collective views in the light of my long career in the Civil Service—a period of 35 years. I need hardly add that those 35 years have covered very important developments in the life of the country and the nation. This long period has seen cataclysmic changes in the entire fabric of national life and brought about a revolutionary outlook in the concept of the State as an institution of public welfare. As one of the many in the Civil Service, who have adapted themselves to those far-reaching changes, I feel, I am entitled to that privilege of expression of individual views.

2. On the need of a new personnel system, I generally agree with the views that have been expressed in the Report. I would, however, like to add that I would have preferred more evidence of the recognition of the role of the Civil Services, both immediately before and after Partition, and subsequently in unprecedented developments in the economic and social fields. One like myself who has lived through the early periods of troubles and tribulations, cannot help saying that but for the whole-hearted cooperation and devotion to duty of the various services, particularly the old and the new All-India Services, it would not have been possible to achieve, in the short period of three years, not only the ringing out of the old but also the ringing in of the new, to maintain law and order with such consummate success, to bring about unity and integration of the country and to lay the foundation of a new India. The history of those three years of quick decisions, far-reaching achievements and evolution and enunciation of broad policies in many spheres of national activity is a tribute not only to the eminent leaders in whose hands Destiny placed the power and authority to work out the shape of things to come but also to the large body of Civil Servants and Military personnel who helped them with unflinching loyalty in that task. A study of the debates in the Constituent Assembly on the safeguards for the Services would amply bear out every word of what I have said above.

3. Even subsequently, the Civil Service as a whole, has done its best to rise to the levels and requirements of the changing circumstances, environments and conditions of service. The achievements of Government, both in the sphere of planning and in implementation, since 1951, would not have been possible without the assistance of the Civil Services in the evolution of policies and measures necessary for the implementation of Plans, apart from meeting the threats to security both within and without. If there have been failures and shortcomings, it is not merely the Services which have to be blamed but that blame must be shared by

many others, not only in Government but also outside Government. Objectively approached, these shortcomings are to be found running through the entire fabric of the country and between the various elements there may be differences of kind and degree but the fact remains that there has been a failure in a collective sense.

4. On the role of the generalist and the specialist in the field of administration, I would quote, with entire approval, the following extract of the Report of the Study Team which was constituted under the Chairmanship of Shri R. K. Patil :

“Even the ‘generalist’—‘specialist’ controversy, which is essentially an articulation of the need for a functional approach to staffing has been reduced to the level of a conflict between stereotyped ‘formula’. The claim that all ills can be cured if only the so-called ‘generalists’ were removed from the scene and specialists, with any background whatsoever, replaced them is obviously naive. One possible basis for arriving at a valid conclusion could be our experience of the last 15 years or so. Is there any evidence to indicate conclusively that departments manned by appropriate specialists even at the highest level have generally fared better and that departments manned by non-specialists have fared worse? We realise that it is a loaded question and, even if we were to go in search of evidence, we would be presented only with a series of opinions and not a collection of incontrovertible facts. We wonder whether it is at all possible to avoid the conclusion that the most important factors contributing to success have been a high level of intellectual ability, a continuing awareness of developments in the modern world, an eagerness to benefit from experience, a willingness to undertake risks, wide-ranging experience, intimate knowledge of departmental administration and a strong determination to achieve desired results. It is impossible to pretend that even a specialist who stopped reading and learning after his student-days is better invariably than a person who has been wide awake and is more knowledgeable about the nature of modern problems. Dynamism is not a specialist monopoly and departments and projects have often fared much better under a single dynamic personality—specialist or non-specialist. We must face the fact squarely that knowledge is yet nowhere near providing readily suitable techniques for dealing with multi-dimensional dynamic situations. On the other hand, we should not be blind to the fact that even multidimensional situations can be grouped together into broad classes. Situations and problems can be identified as being broadly economic in character—or social or financial or industrial or whatever else they may be. We are committed in the public interest to provide them with

properly selected and appropriately trained personnel. The controversy that continues to range between the so-called 'specialist' and the so-called 'generalist', is completely barren. The time has come for us to rise above the rather narrow range of this controversy and look at the overall situation."

I would commend these views for acceptance.

5. As regards the outline of reform and the need for specialisation, I feel that the scope for a specialist in the present administration is generally over-emphasised. Whilst there is no doubt that administration is assuming in different branches more specialist character, we have to recognise the fact that in the technological and scientific fields also the specialisation is even more minute and it is not easy to find a generalist—scientist or a generalist technocrat, who would be able to do adequate justice to all the branches and subjects of certain scientific and technological departments. Ultimately, whether we take the functional or non-functional areas, the need is that of persons who have sufficient objectivity and general managerial competence, can rise above the narrow fields in which they would generally be working most of the time and can do adequate justice to the entire field of scientific or technological administration. This is particularly true in the higher technical sphere where the problems are mostly of administrative nature. Similarly, I would not subscribe to the view that in decision-making the scientist or the technologist is being ignored or is not having an adequate voice. This may have been true a decade ago but certainly not today when the relations between the Minister, the Secretary to the Government and the Scientific or Technical Heads of Departments are becoming closer and closer still and not unoften a Minister has direct access to the Scientific or Technical Head of the Department. It is only in the Secretariat that the generalist may be said to preponderate but the dialogue between the higher levels of a Ministry and the higher levels of a Department is fairly close, intimate and frequent and it is not the lower strata of generalists which calls the tune. Whilst, therefore, I agree generally in the scheme of reforms that has been suggested, in implementation of those suggestions what I have stated above would have to be borne in mind, lest we should overdo things in the other direction and consequently subject the administration to further stresses and strains instead of relieving it from the present one.

6. As regards the examples of corresponding posts which have been attached to Chapter IV, I would like to point out that the groups of posts should not be taken as more than illustrative. We have not gone into details of the functions of the various posts and arrived at the corresponding nature after scientific assessment. What has been suggested in the proposed structure is merely intended to exemplify what we have in mind rather than concretise it.

7. As regards training, I am generally in accord with the views expressed, but I have strong reservations in regard to what has been proposed with a view to inculcating in the selected persons certain ethical and spiritual values for high human endeavour. The age of 22 seems to be too late for this purpose and a year appears to be too short for this type of moral teachings. Similarly, I doubt whether in the training period, it is necessary to concentrate on the virtues of abstinence from intoxicating drinks. Most of them are sober in habit and what is necessary is to ensure that nobody makes a nuisance of himself and, if he does, he is adequately dealt with.

8. As regards luxury-mindedness, it does seem odd that we should single out a very small body of men for this type of teaching. After all, luxury is a comparative term. What was luxury of yesterday may be comfort of today and necessity of tomorrow and, I do not think, the trainees can afford to be luxury-minded in the sense in which the word "luxury-mindedness" has been used. This type of teaching is, to my mind, quite unnecessary.

9. As regards recruitment to middle management course, I do not think it is necessary to have a written test, at least for the members of the All-India Services. They are recruited after a comparative assessment of merit. It is the better type of candidates with better academic records who enter into these various services and the need of a written test after the prescribed number of years of service merely to assess certain qualities is, to my mind, redundant and is a reflection on the quality of persons that would be recruited for the All-India Services. The nature of their duties and responsibilities is such that their required qualities are bound to develop in the course of their service and any test merely to find out the extent of these qualities, to my mind, is uncalled for.

10. As regards the restriction that has been suggested on the husband or wife of a person who is to be recruited for Government service, I would submit that not only would this be discriminatory as between Government servants themselves but would also be not in the public interest. The restriction is also of doubtful constitutional validity. The number of such persons is likely to be a mere fraction of the entire body of civil servants and much less in the entire number of unemployed in the country and to single them out for this sort of discriminatory restriction, to my mind, is not fair nor does it serve any cannons of social justice to any appreciable, let alone significant extent. I am, therefore, entirely opposed to this part of the recommendation.

Sd/- V. SHANKAR

17-4-1969.

NOTE OF DISSENT BY SHRI T. N. SINGH



सत्यमेव जयते



सत्यमेव जयते

I regret I do not find myself in agreement with some of the recommendations made in the Report on Personnel Administration. Hence this note of dissent.

At the outset I would like to refer to some of the criticisms of Indian administration voiced by many political leaders in early 1920's when Gandhiji started his famous non-cooperation Movement. They were highly critical of a high paid bureaucracy out of tune with the needs and desires of the common man, and whose main preoccupation seemed to be establishment of law and order and maintenance of its prestige and pre-eminence among the people. Resolutions were repeatedly passed by the Congress criticising the top heavy expensive administration manned by a privileged class drawing high salaries. Before the advent of Gandhiji even, liberal party leaders who dominated the Congress then were highly critical of a high paid bureaucracy manned at higher levels almost exclusively by foreigners. Members of the Indian Civil Service who considered themselves a class apart and led an exclusive life of high standards away from the main stream of Indian society were the principal targets of attack.

The famous Karachi Congress Resolution, passed on Gandhiji's advice laid down the maximum salary which one could draw. However, Gandhiji's main emphasis was more on a simple way of life rather than on the figure. If one's income was higher, then after what he considered to be reasonable, the rest of it, he felt, should be treated as trust property on behalf of the nation. There may be differences of opinion regarding the maximum limit on salaries, but there can hardly be any room for differences on the desirability of a simple way of life for even the highly paid government servants. The poverty and squalor in millions of our villages and in the slums of even beautiful Delhi, emphasise the desirability of a simple way of life. Government servants, who are expected to serve the masses and mix with them as one of them, cannot afford to lead an ostentatious or exclusive way of life.

My above remarks have become necessary in the context of the atmosphere and environment of the officers' training institutions. It suited the interests of British Imperialism to insist on Indian I.C.S. officers' sartorial way of life of public schools of England, but surely we do not need to insist on the western and sartorial way of life for our newly recruited Class I officers. A few lectures on spiritual and moral values and a fortnight's stay in villages is not likely to bring about any radical change in the attitude of mind of our young trainee-officers. My colleagues seem to forget that but for this brief interlude in the villages the trainee-officers will be conforming to western way of life for the whole of the training period and the rest of their lives.

There is another factor which inhibits our young officers against imbibing the simple Indian way of life. The present system of examination for recruitment to Class I services is such that even a very brilliant boy who has

passed out of a small town college hardly stands any chance of success against even a mediocre student who has had the benefit of a public school education or who has had the advantage of moving in higher society. This leads to boys belonging to higher income groups and urban centres monopolising the all-India competitive examinations. My colleagues in the Commission appear to have closed their eyes to this dangerous trend where western oriented young men are in a position to annex most positions in all-India and Central Services. And when an officer having reached middle and higher management levels comes to the Delhi Secretariat he is all the more isolated from the people. The social life in Delhi in higher circles, where most senior officers move, unfortunately prevents them from appreciating the problems, the aspirations and the point of view of the common man. It is, therefore, essential that there should be largest measure of opportunity to our youngmen living even in remote parts of India to get into the services. And for this purpose the system of competitive examination needs radical changes. The suggestions made by Study Team (P) in this connection deserve careful consideration. I suggest that a committee with terms of reference as indicated above should be appointed to go into the whole question and make recommendations for a change in the recruitment system.

I have earlier referred to the environment of westernism prevalent in our administrative training colleges. This shunning of virtually everything which does not approximate to western way of life or which lays emphasis on simplicity and the Indian way of life, I submit, creates a mentality among Indian civil servants which incapacitates them, even if they wish, from mixing with the people as their servants. They cannot forget that they are a class apart and while they might not say so, they do fear that the service would lose its prestige if they led a simple way of life or attached high importance to Indian culture and tradition. The location of some training institutions of Class I and all-India Service officers at Mussoorie and Simla is itself indicative of the exclusiveness and 'class apart' consciousness of the trainer and the trainee. Positive steps have therefore to be taken to overhaul the entire training system and bring about a change in the environment at these places.

We should have experienced administrators on the staff no doubt but it could be headed by a non-official who can instil into the minds of the trainees the desirable concepts of selfless-service and patriotism as also a way of life which will be in conformity with large masses of the people in the villages. I realise the difficulties of combining the concepts of careerism and selfless-service of the people. Perhaps, if the training institutions are not headed invariably by professional administrators but also by non-officials having to their credit a distinguished record of selfless-service, requisite learning and scholarship and high personal character, desirable traditions might be established at these training institutions. Mere provision for occasional lectures on moral and spiritual subjects or recitation of verses from our old

religious scriptures will not help. What is needed is re-establishment of all that is good in Indian culture and the values of life which Gandhiji emphasised. Apart from being taught subjects dealing with socio-economic, planning and administrative problems, it is essential that every entrant to our Government services should be made to live as an Indian, adopt the Indian way of life and be in a position psychologically and otherwise to mix freely without inhibitions among the people whom he is expected to serve.

In this connection I would refer to the easy availability of jeeps and motor-cars to our officers for tour in the villages. Strange as it may seem, these jeeps are today a hindrance, in more than one sense, to close contact with the people. They do enable our officers to be in more frequent contact but not in close, intimate contact with the people. I am reminded of one of the outbursts of Pandit Jawaharlal Nehru in this connection when he roundly criticised the multiplication of jeeps and suggested their withdrawal. The horse today is rather difficult and expensive to maintain, but its use as a mode of transport in the past did help closer contact between our people and the officers. Anyway this subject can be dealt with better when we discuss state level administration for, most of the field work by officers has to be done in the States.

In a study of personnel administration the problems of prospects of promotions in their line of advancement cannot be properly considered without clear conceptions about different classes and categories of services and their place in the administrative structure. However, after studying the categories of functional and outside functional services, I have come to the conclusion that the Commission in their anxiety to provide the fullest scope, for the advancement of various Class I services have, I believe, unwittingly given greater advantages to the desk workers as against officers who are or have been field workers, so far as junior and middle management groups are concerned. In regard to the functional areas the majority report has recommended that the post of Under Secretaries and its equivalent should be filled by officers of the corresponding Class I services and senior Class II officers of the Centre as well as of the States. While making a similar recommendation in regard to Deputy Secretaries or equivalent at the Centre, they say that selection should be made from among all Class I officers—all-India or central. Class I officers of the States are not made eligible in this case. This recommendation has relevance to eight so-called specialisms outside the functional area. It is rather anomalous that while in the case of Under Secretaries senior Class II officers belonging to the States should be eligible for promotion, in the case of Deputy Secretaries, Class I officers of the States are excluded. I think it is very unfair to Class I officers of the States who, I dare say, have real field experience and their presence in the Secretariat will bring about a fresh outlook and help in realistic decision making.

Unfortunately the Secretariat at Delhi in recent years, particularly at the junior and even at the middle management levels, has been **manned** by people who have had largely desk experience only. It is almost invariably so in the case of officers at junior levels. The Class II officers working in Delhi and the Central Secretariat who initially are recruited as Class III officers get the bulk of these jobs. While I have nothing against these young officers, the fact remains that they have hardly had any field experience. The unfortunate part of it is that those who are recruited to Class III or even Class II services at the Centre are hardly expected to do any job which will give them field experience. They are not provided with any such opportunity either. They remain desk workers all through their life even when they attain management positions. I trace many of the ills of our functioning in the secretariat to the preponderance of desk workers at decision making levels. Unfortunately, after Independence many civilians have had quick promotions and they, for no fault of theirs I agree, have had comparatively little experience of field work. This dominance of the desk workers and the urban-oriented officers in Delhi must be **radically** altered if we are to have an administration with a real capacity to understand the common man's needs and desires. I therefore feel that the entire approach in regard to staffing and promotion at the Central Secretariat to junior and middle management levels and probably the scheme of classification and categories has to be altered so as to enable officers with field experience in the States and at the Centre to occupy positions at junior, middle and higher management levels.

The report recommends an increase in the promotion quota to 40 per cent, wherever this figure is less than 40, from Class II to Class I Central Services and the all-India Services. I agree with the increase to 40 per cent of promotion opportunity for Class II Central Services but I note that whereas according to the new scheme there will be no direct recruitment to Class II Central Services, the Provincial Civil Service and the Provincial Police Service will, by and large, be recruited directly. Similarity of treatment in matters of promotion to these Services with Class II Central Services is not fair. The promotion quota for the corresponding State Services in the All India Services should, therefore, be increased to 50 per cent.

An unfortunate result of the recommendations made by the Commission, as I foresee, will be that slowly there will be built up a wall between officers belonging to the States and officers recruited by the Centre. It is essential that we should have as much traffic between officers of the States and the Centre as possible. As a matter of fact, it is good for officers belonging to the State Services to come to Delhi for a period and then go back. They will develop a wider outlook in addition to their actual field experience. Similarly a situation where Class I and II officers at the Centre remain all through their life desk workers only and yet influence Government decisions at junior and middle management levels is not desirable. I have every

but natural that in course of time specialists should come to occupy many of the positions which have upto now been occupied by 'generalists'. Consequently, the scope for the IAS is bound to be reduced. There arise two questions however from the recommendations regarding the categorisation of services into functional and specialism (outside the functional area). According to me some of the functional areas are not so functional in the strict sense of the term. There are departments which though described as functional are of a generalist nature. Many of the IAS officers have had a very good background of work and experience in socio-economic problems. To exclude them completely from certain socio-economic Departments described as functional will not be proper. Under the scheme as enunciated it has been stated that functional fields for the IAS would consist of land and revenue administration, exercise of magisterial function and work in the States in fields other than those looked after by other functional services. I think we are taking rather a narrow view of things. Whereas certain schemes of categorisation and classification of administration appear on surface to be scientific and logical, they sometimes lead to rigidity in practical affairs. Such a scheme of compartmentalisation is not always good for a resilient administrative system which is expected to respond quickly to changing situations. While I do not generally object to the classifications in regard to functional services and specialisms, I do feel that some of the recommendations would lead to rigidity in the matter of manning and functioning of these functional services, particularly at higher levels. And this will not always be desirable. An administrative officer in a functional area and even in specialisms is called upon to decide and deal with many subjects besides strictly functional issues or specialisms. At the higher policy making level a common-sense, humanistic approach based on field experience and handling of men may work better than a purely specialist approach. Again, at such levels qualities of leadership and capacity to coordinate and regulate action matter a great deal. I do not deny that specialists and technicians are also expected to and do, have these qualities. While I am willing to agree that technicians like engineers and doctors should hold top posts in their corresponding departments I do not think this principle must invariably be applied in the case of departments 'outside the functional area'. As a matter of fact, there are certain departments like control and regulatory departments where promotions of this kind may lead to in-breeding. I would insist on transfer of such officers to other departments outside their specialisms after a period. I do not think there is such a big gap between officers in industry, commerce or accounts departments that such an inter-change is not possible. In this context I feel that we have unduly restricted the field of IAS officers. Their scope has to be widened.

I am also not in favour of creating further pools of officers. Past experience of pools like commerce and finance pool and industrial management pool shows that the system has never worked well though it might have

sympathy with these officers who should be given all reasonable chances of promotion, but it is not good for administration that people who have had unfortunately only desk experience should dominate junior and probably even middle management levels. After all, the beginnings of a policy decision are made at the Under Secretary's level. It is better if this officer has had field experience, otherwise he is likely to have an outlook circumscribed by hand books and office manuals. My experience is that it is not unoften that the notings made at Under Secretary's level prevail right to the top. It is common to hear people boasting that they have so managed things at the lower level that the decision cannot be but in their favour. Therefore, I regret I do not find myself in agreement with the recommendations regarding the scheme of staffing, promotion and selection to junior and middle management groups.

I wish we had not involved ourselves in this report even indirectly and in a general way with pay scales and grades for which various kinds of services should be eligible. By laying down the principle that services which are transferable all over the country qualify for higher pay scales as compared to those serving in a relatively limited geographical area, we have watered down the correct principle of 'equal pay for equal work.' As a matter of fact in a poor country like India according to principles of social justice there is every justification for lowering down of the scales of pay of top level services at the Centre. How can we then argue in favour of a higher emolument for Central services as against provincial services on the spacious plea of transferability over a wider geographical area? I know of some Class III Central Government servants posted far away from their homes getting no such special treatment.

I think it is desirable that there should be greater flow from State services to the Centre and back to the State and also of all-India Services being made available to States. For this purpose it is essential that we should not perpetuate or increase the gap between the Centre and State scales. The principle of equal pay for equal work is sound and in the context of the poverty of the country there is a good case for levelling down of the scales of certain top level services. We have got to meet this criticism of big gaps between different pay scales. The first important requirement in the area of salary administration is that the imbalances between the levels of emoluments in Centre, the States, local bodies, etc. and between different departments under the same government are set right. Only then can we think of any scheme which caters to the higher services primarily. The principles enunciated by the Study Team (P) have my general support. An objection has been raised in certain quarters whenever the question of salaries of top level officers has come up for discussion, as to why no one says about the emoluments and salaries of Members of Parliament. I am in sympathy with the critics.

I fully realise that with the growing complexity of the administration we will require specialists in larger numbers than generalists. It is, therefore,

given advantage to certain officials in those days. The new scheme will, in practice, mean creation of a new pool and inter-change may not be possible between the field and the Secretariat, notwithstanding such a provision in the scheme.

I have a few points to make in regard to services in certain departments. My reference is to the Central Statistical Organisation and the Directorate General of Technical Development. They are expected to service more than one Ministry and they need not be patterned on the general hierarchy in Ministries. Officers of these two departments need a certain amount of independent status to ensure objectivity and fearless advice. Therefore, these need not be a department of the Government like the Technical Development Department under the Industrial Development Ministry. In any case, they are not and should not be expected to take decisions as other executive officers. So these services should not be patterned on the lines of a department in a Ministry.

I would also separate audit service from accounts. The man in audit should not look for promotions in other departments. This will mar his independence which is essential for an audit service. Separation of audit from accounts service is an old recommendation of the Public Accounts Committee and it is high time it was implemented.

Almost towards the end of the report a recommendation has been made banning marriages between Government servants. I think this recommendation is not in accordance with the provisions of the Constitution. Apart from this, we seem to be objecting to marriage of a women Government servant to another officer but there appears to be no objection to her marrying a big businessman. I think there should be more serious objection to such marriages. Anyway, to me, it appears highly unreasonable to dictate or restrict the choice of one's consort. It smacks of medievalism. Surely such a restriction is not going to make the least bit of dent on our unemployment problem. I cannot understand why the ARC must make a recommendation on this subject.

There are certain other points on which I do not find myself in agreement with my colleagues. For instance, I have grave doubts about the suggestion for a written test for promotion to the middle management level. It is likely to be unfair to the officer who has worked for a number of years in the field as against others. It will also be difficult to evolve a common syllabus for diverse services. I, however, desist from referring to some other points which can be taken up when we consider state level administration. I am afraid this note has already become longer than I intended.

Sd/- T. N. SINGH
18-4-1969



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